

Linking, Relief, Rehabilitation and Development
The Tsunami Experience
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Introduction

Major humanitarian crisis are getting to be numerous. In Asia itself in the past twenty months, ie after the tsunami disaster, there has been about 7 important humanitarian crisis either natural or man made. Pakistan and India have had a major earthquake, Vietnam cyclone Xangsang which has affected about 8 dioceses rendering people with very meagre means of survival, more than 300000 IDP in Sri Lanka due to the regain of the ethnic crisis ; The recent floods that has rendered thousands of people shelterless ; Cambodia victim of floods, the earthquake in the region of yojakarta and the consequences; the recent Maoist crisis are but some of the major problems in the region.

These crisis are in some cases repetitive while in other cases they are of very high gravity. In almost all these situations it is the most vulnerable who are the first victims and the most affected. At the moment of the crisis, Emergency experts are sent to the affected areas with a strong will to enter into action and at the same time pushed by the medias ; they come with a result oriented perspective to save lives or alleviate the sufferings of the victims.

The concept of linking relief, rehabilitation and development (LRRD) was established in the mid-1990s when it became more and more evident that humanitarian activities in developing countries cannot be dealt with in isolation but more relevantly through a coordinated approach that takes into account, the past experience and the wanted future situation, in the management of the crisis by promoting thereby complementarity between the different actors and ensuring their global coherence and efficiency.

The important question are

- For the Caritas network, Is LRRD a new culture in the disaster response or is it a new voluntary approach ?
- Can the new culture be initiated unilaterally by the funding MO or is there a need for dialogue with the southern partners ? what are the reflexions and mechanisms to be initiated ?
- How as Caritas Europa MO alongside the Asia region could we implement the LRRD and what are the prerequisites within our own organisations between the emergency and development departments ?

This paper proposes to give an overview of the debate on the issue of LRRD and to analyse it from the practical point of view; the first chapter will initiate a conceptual discussion on LRRD while the second chapter will discuss and analyse Caritas response to major crisis since the 60's and at a later stage understand the changes that have taken place since the beginning of 1990. The third chapter will initiate a discussion on the lessons learnt in the Tsunami Disaster Response and understand the perspective in which the disaster management was initiated and has taken place.

These discussions and reflections in particular the Tsunami Disaster Response will help identify the challenges and the strategies to be adopted in order to respond to relevantly to the future crisis and make propositions to our own institutions and also to Caritas Europa to

initiate new perspective in our disaster response and management of major crisis in the southern caritas.

1. LRRD : intervention Paradigm

Caritas network is known for its capacity to intervene in major crisis with proven results and professionalism. Since the beginning the network has been highly involved in major disaster responses with adequate means. Although since the very beginning of the humanitarian activities, the different CI MO, at the time of disaster or crisis, acted essentially in the field of saving human lives, giving Food and non-food items. This was done with the sole intention of alleviating the sufferings of the people and the activities undertaken by emergency units which do not have much understanding of the local caritas context nor the will to take into account the development aspect.

After more than three decades of humanitarian experience and after the events leading to the fall of the soviet block, the network and humanitarian actors are beginning to realise more and more that major Disasters these days are very complex both in terms of human lives and material loss ; they totally disrupt the established social order. There is also a growing awareness that it major crisis endanger the poorerst and contribute to impoverishing their living conditions which are already vulnerable. Moreover there is a general agreement that working through separate bureaucratic structures and procedures do not systematically take into account long term development issues which are naturally interlinked with the crisis situation.

The basic justification for LRRD as stated by EU (COM (1996) 153) is simple, sensible and still valid : disasters are costly in both human life and resources, they disrupt economic and social development and lead to separate bureaucratic structures and procedures which do not systematically take into account long term development issues. Development policy, at the same time, is not enough prepared to cope with drought, conflicts and the need to protect vulnerable households by helping them to develop coping strategies.

There is a natural tendancy today to think that if relief and development can be appropriately linked, these deficiencies can be reduced. Better development can reduce the need for emergency relief, better relief can contribute to development, and better rehabilitation can ease the transition between the emergency relief and development.

In this regard the question is rather how to create a link between the sustainable development and the relief activities than put relief and development at odds. Relief operations are taken up at the initial stage of the crisis or disaster in order to help the victims and aimed at saving lives and mitigating human sufferings. The **relief** activities are guided by clear international standards. The **rehabilitation** stage aims at restoring social and economical stability to the victims so that favourable conditions are instored to facilitate the advent of the development process. It is also a question of recreating an adequate environment for normal life to begin;

The development aid aims at initiating a long term process to help attain self sustainability for the members of a community through a community organinsation process which will promote interdependence among the members. The members of the community are integrated in the planning and decision making process and play an active and participatory role and are considered as actors of their own development. Different activities are also undertaken in order to promote conflict resolution measures, gender sensitive activities, capacity building of the members and above all political awareness building.

In light of the above discussion the question is how do these three approaches articulate among themselves and how this articulation can optimise and contribute to an holistic response at the time of crisis.

From the conceptual point of view, the articulation of Relief, rehabilitation and development activities give two specific paradigm to respond to the crisis situations.

The continuum and the Contiguum paradigm. The specificity of each of these paradigm is the way the relief, rehabilitation and development activities are implemented, the moment they intervene and how they are implemented.

The **continuum paradigm** refers to a process wherein there is a linear link between relief, rehabilitation and development activities. There are clear moments of intervention : the relief phase may last from a few month to a year and then the rehabilitation phase which may last again from a few months to a year and the development phase which is a long term process that is taken up once the relief and rehabilitation phase are over.

In the continuum paradigm, relief workers are sent to the crisis or disaster areas with a clear mandate to save life and give help to alleviate the sufferings of the people. Their focus area is the crisis moment and little attention is given to the pre-crisis situation or the post crisis-situation. This is also due to the fact that they are sent to put their know-how to the service of the suffering and find out immediate solutions. In the Caritas network many of the relief staff sent are also not so familiar with the partnership issues that has been built over a period of time between the caritas concerned and the helping caritas.

Their intervention focuses more on the basic needs of the victims and exploring efficient ways of responding to the situation of crisis created by the disaster. t way to respond to their needs. At this juncture the media pressure is also important and becomes a motor for rapid result oriented actions.

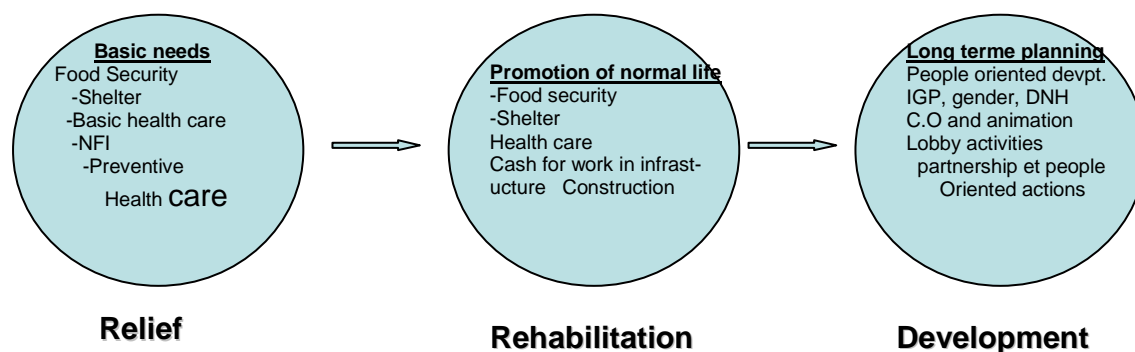
Once the relief activities are over, they are taken over by the rehabilitation programmes which are rather mid terms activities which will contribute to create a conducive environnement to initiate development programmes. At this stage CFW or FFW methods become more relevant and create a the space for peoples participation in the programmes.

The development activities are natural outcome of the relief and rehabilitation activities. Caritas Can continue to support the development programmes or in some cases decide not to pursue the development programs because they may be out side the scope of Caritas.

All be it, the development programmes are long term programs with a focus on peoples' participation, community building and above all make people become actors of their own development. This process entails a good knowledge of the local partner and the priorities that are fixed by the caritas concerned.

Analysis of the continuum process depicts that the crisis cycle has three sequences and are defined or taken up in a linear manner ; in many cases they are taken up by different actors coming from the same northern caritas and in some cases having very little communication within the organisation on the whole disaster response dynamic. At the level of Caritas Europa, there isn't much debate or discussion on the liner sequence from the operationall point of view and consequently lack of coherent strategies between the HAC and IEC in dealing with crisis situations.

L R R D



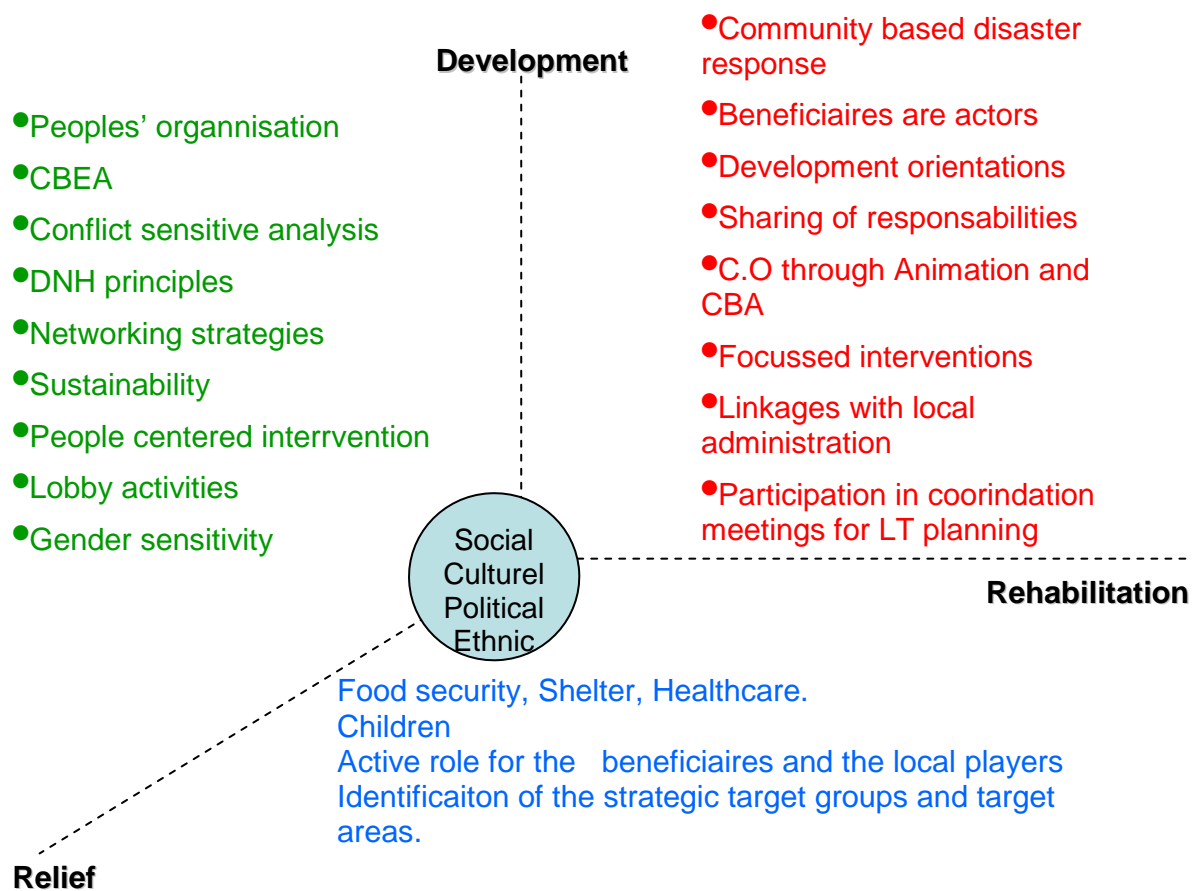
The contiguum paradigm does not define the disaster crisis in terms of sequences, but views the emergency or disaster response as two pronged approach. That is situation and the intervention at the time of the crisis and the situation at the time of exit from the disaster response. It also a way of defining logical relations and positive connectors between the three phases. In a way this paradigm recognizes that in the link relief, rehabilitation and development do not constitute a succession of phases but is rather is a holistic response based on integral development right from the beginning.

In this regard the reflections are binomial between relief and development ; relief and rehabilitation and rehabilitation and development, thus contributing to develop strategies which are more integral and less compartmentalised. The evolution is progressive and the past lessons will certainly serve as a basis for the action ; the working methods are quite different and imply in some cases creation of specific intervention units in order to take into account the relief, rehab and development aspects in the implementation strategies.

It must also be recalled that the implementation strategy from the beginning itself is based on a participatory model creating synergy among the beneficiaries, partnership with the local organisation and with the peoples' organisation also get priority, gender realities, do no harm principles and conflict sensitive approaches are integrated in the program, especially in the case of societies where there are protracted violence or civil war.

In the contiguum approach, coordination within the caritas network and with the local partners becomes important and needs to be taken into account. Caritas past experience in community organisation and building become assets to initiate the different activities.

In any case it needs to be recalled that there is no intention to put into opposition the relief and development process but rather the initiation of a meaningful integral approach which will even take into account the future disaster management and peoples participation in organising themselves before such catastrophes.



Towards a new Approach, culture or Methods ?

The above discussion on the two paradigms brings to evidence that we are not speaking of issues related to new methods or approach. The recent crisis have proven to be more and more complex, the intervention strategies also need to cope up with the changing realities. There is also a need to promote another humanitarian culture which is more comprehensive and holistic and adapted to the needs of the times. It is rather another culture of intervention wherein the methodologies are the same but the way the humanitarian response is taken up is different according to the complexity of the disasters.

This new culture will on the long run certainly help our institutions to define new ways of working within our respective organisations, at the level of caritas europa and also with the partners and the regions. This will certainly contribute to bring long term sustainable development once the disaster response is over.

2. Caritas Disaster Response Overview

Analysis of the major emergencies in Asia 1960-1990

Crisis/Disaster	Intervention logic	Coordination and methodology	Disaster response	Transition from Rel-Rehab- Devpt
<p>Bangladesh floods in 1976</p> <p>Continuum paradigm</p>	<p>Intervention with Caritas partner. Discussion through the OWG and thought individual partners known to CB</p>	<p>-Each partners bringing the necessary financial needs</p> <p>-Importation of goods</p> <p>-Charismatic leadership (SC, DCV, SCV, etc)</p> <p>-Distribution with Caritas Bangladesh</p>	<p>-F and NFI</p> <p>-Boats</p> <p>-Shelter</p>	<p>Relief and rehab taken up .</p> <p>Follow-up from the development point of view undertaken by other departments in Bangaldesh and at the level of the Funding Partners</p>
<p>Tidal waves in Andhra Pradesh</p> <p>Continuum paradigm</p>	<p>Funds given from the emergency relief budget. Humanitarian response</p>	<p>Coordination work by Caritas Inda.</p> <p>Influence of the changes in asia (APHD)</p> <p>Forum active in the development and CO sector.</p> <p>Work in the individual dioceses</p>	<p>-F and NFI</p> <p>-Shelter</p> <p>- shelter in the churches</p>	<p>Caritas India takes up relief and Rehab activities.</p> <p>The PSC takes over the develop - ment programmes with the dioceses.</p> <p>Groups created by the forum.</p>
<p>Latur Earth quake in 1990</p> <p>First step towards a contiguuum paradigm.</p>	<p>-Relevant organisation of the relief activities.</p> <p>C.India deputes one person from the Delhi office to take up activities with a long term vision.</p>	<p>Work with the faith based organisations, with the government authorities, international institutions (UE)</p> <p>-Take up reflexion on LT strategies. (earthquake proof houses,</p>	<p>-F and NFI</p> <p>-PO relief activities based on the animation model of C.ind.</p> <p>- Partners are asked to coordinate their interventions.</p> <p>Good rapport with the local authorities, Ngo etc to take up social and communal issues,</p>	<p>One of the first programmes wherein the transition dynamic from the relief phase to the rehabilitation and development phase is defined.</p> <p>-Preventive measures are integrated in the reflections. DP activities area also integrated and hosues are earthquake proof</p>

			indispensable for a holistic response.	
<p>Pinatubo volcano Manila</p> <p>First step towards the contiguous paradigm, but not clearly defined. Activities are rather in the continuum logic.</p>	<p>Humanitarian response with a long term development vision. SF-Pampanga has a long term action of helping the farmers <who are the victims of Pinatubo.</p> <p>-Reallocation of lands or putting people in the BEC elsewhere.</p>	<p>NASSA and LUSSA initiate activities through the affected DSAC.</p> <p>-Regular monitoring meetings to reflect on an integral program</p> <p>-Bec methodology is the basis for work.</p>	<p>-Food and NFI items</p> <p>-Medecines</p> <p>- Shelter</p> <p>IGP tp help restart economic activities.</p>	<p>Nassa in the beginin works essentially for the relief phase; But dioceses are soon confronted with the issues of holistic approach. Need for adaptation to the peoples'problems.</p>
<p>Orissa super cyclone</p> <p>Continuum paradigm with a contiguous orientation.</p>	<p>-First experience of work between the Development and the Emergency departments, due to the IWG decisions.</p> <p>-C.I designates a lead agency</p> <p>Discussions are taken up on a mixed continuum and contiguous basis.</p> <p>Immediate relief response to the problems and also reflexion on the future course of actions</p>	<p>-Initiation of coordination mechanisms at the national and regional level</p> <p>Close linkages with the collector and governor</p> <p>-The lead agency playing the regulation role</p> <p>- Integration of the economic and CO aspects.</p>	<p>F and NFI</p> <p>Construction of shelters</p> <p>Cleaning of wells</p> <p>IGP</p> <p>Construction of houses with peoples participation.</p>	<p>Although the approach is integral yet the relief culture is prevalent and there is a tendancy on the part of the local partners to adopt a continuum process.</p>

Analysis of the major emergencies after 1990

Crisis/Disaster	Intervention logic	Coordination and methodology	Disaster response	Transition from Rel-Rehab- Devpt
<p>Tidal waves in Bangladesh</p> <p>Important fund raising at the international Level The activities are coordinated at the international level with the identification of one Caritas MO The Intervention is between the continuum and contiguous model.</p>	<p>Relief activities with a long term perspective. Caritas network undertakes to respond to the relief needs and at the same time Caritas Bangladesh experiments new agricultural methods to make people autonomous. The PG become the basis for a long term development programme even at the relief stage. -Very soon Caritas starts to reflect with the network to build cyclone shelters and enters into a disaster preparedness cycle.</p>	<p>-Regular meetings and reflections with Caritas network. -PG become partners for initiating Long Term development process. -FFW an CFW are introduced. -agricultural kits are distributed to promote agricultural activities. Discussions and reflections with the partners ; PG and the local authorities for the construction of Cyclone shelters.</p>	<p>-Relief items such as F and NFI. -Seed kits for rapid agricultural programs. Giving importance to the PG and the village community for all activities.</p>	<p>As the relief activities were carried out, Caritas Bangladesh started promoting agricultural programme to help the people get involved with a long term perspective.</p> <p>-disaster preparedness activities reflection on construction of cyclone shelters.</p>
<p>Gujarat Earthquake</p> <p>Total destruction of some villages, Caritas India had to cater to the needs of the people not only in the relief activities but</p>	<p>Relief activities with a long term perspective such as construction of houses, animation activities, and Community organisation. -People participation is</p>	<p>-Coordination with the local authorities such as the collector, the thasildars etc. -contact with the Chief minister of maharashtra -A liaison agency at the</p>	<p>-F and NFI -Shelters -Construction of houses -Animation and CO process</p>	<p>-More on the contiguous model because of the nature of the disaster. -Disaster preparedness taken up. -Community organisation and animation given</p>

<p>also in the field of long term solutions. Need for relevant collaboration with the local authorities, with the head of the PO. Need for a more comprehensive reflexion and action. A quasi contiguum model of action.</p>	<p>also obtained, linkages established with the local authorities etc. -The activities are taken up in a more integral manner with peoples collaboration. Caritas India deutes a relief expert .</p>	<p>level of Caritas facilitates the relation between the different MO</p>		<p>priority -Lobby with the local government for obtaining facilities for the beneficiaries.</p>
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The above review of the different disaster responses reveal that the intervention till the late 80's were more in the classical continuum paradigm. This was due to three factors :

- ◆ Many of the caritas MO were well equipped to act immediately as relief experts.
- ◆ Development departments were yet to be fully operational with relevant means.
- ◆ Caritas in the south were yet to achieve professionalism in the field of social action.

In the end of the 80's and beginning of 90's the caritas in Asia started to achieve more professionalism, more diverse experience and also achieve more know-how in social programs.

Moreover the complexity of the situation created by major disaster and the quick intervention by the funding partners contributed to relevant results and paved the way for more integral activities.

3 Tsunami Disaster Response Lessons learnt

Tsunami disaster in Sri Lanka was complex, in the sense that 2/3 of the coastal belt was wiped away or affected, the death toll was very high, people have lost all means of livelihood, especially the fishermen who had absolutely no means of survival. The disaster took place in a context of ethnic conflict and at the same time political turmoil at the national level.

Everybody was affected, rich and poor; Christians, Muslims, Buddhist and Hindus; Tamils and Sinhalese. Moreover the calamity took place in a context of economical problems and high unemployment. Tsunami had to be viewed from an already existing crisis.

Moreover, Caritas Sri Lanka managing programmes to the extent of a few hundred million rupees was now faced with the reality of managing massive sum of money and at the same time not equipped with human resources to stand up to the event.

The intervention model

Since the beginning when the Caritas MO came together to discuss the intervention strategy, it was implicitly clear that the sequential method, relief, rehabilitation and development

activities will not be possible, because of the extent of the damage and the need to give a comprehensive response to the situation.

The situation was one of a paradox : Ambitious will on the part of the funding partners to take up large scale programmes; Caritas Sri Lanka ready to take up the challenge but not knowing how to do it ; ethnic conflict which makes things difficult ; non accessibility to parts of affected areas, the political situation still vulnerable and politisation of the tsunami program etc.

In this context the natural solution was to undertake relief activities keeping in perspective a long term integral approach. Since the beginning itself it was clear that relief, rehabilitation and development sequence was not relevant for the Tsunami response. That is the reason why the ERST team was split up into different groups to probe into the needs in a more precise and relevant manner. The SOA which was the outcome of the different reflections and discussion was a conjugation of the three dimensions : Relief, rehabilitation and Development. Consequently the programmes that were planned included the food and NFI ; Psychosocial care, shelters, IGP, creation of beneficiary groups, housing and above all the peace dimension and the do no harm principles. The schematic representation of the contiguum process conceptualises how the different activities have been initiated.

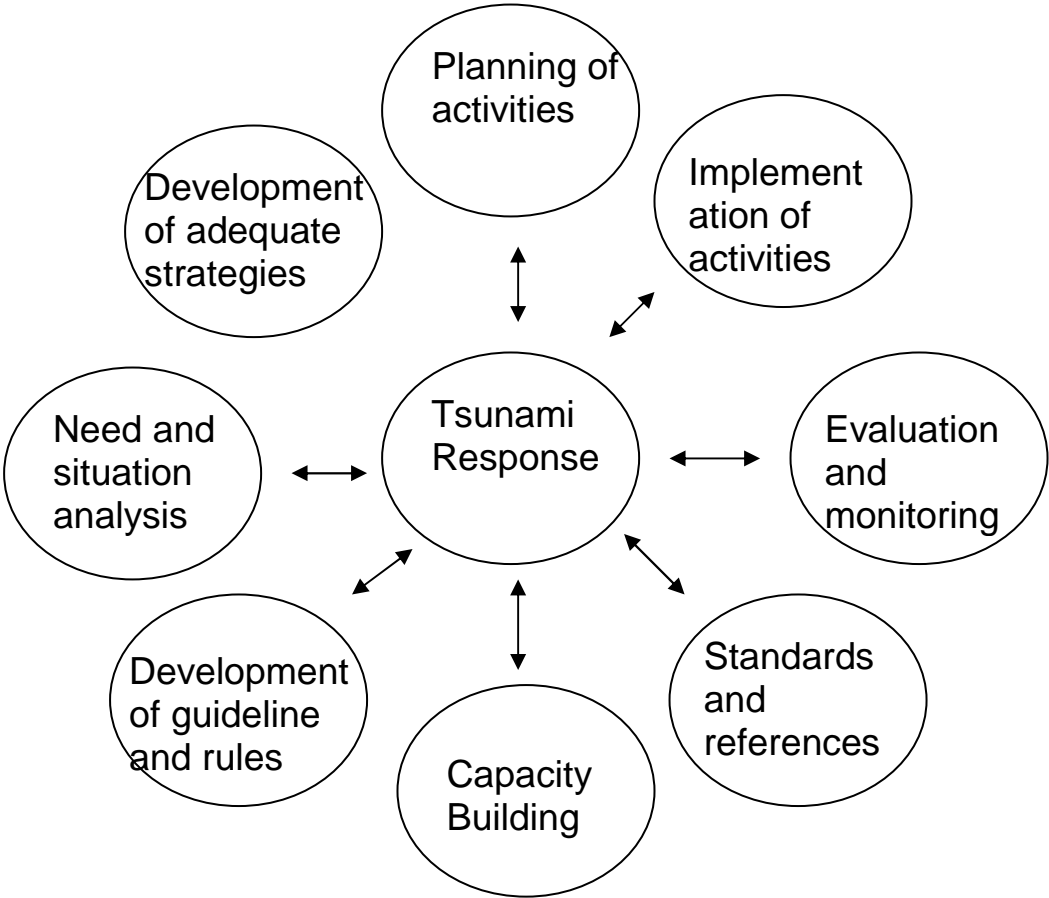
New management and operational structures had to be introduced in order to monitor the programme. The creation of Tsunami unit, the task force, quaterly review meetings, advisors being deputed etc. bring to evidence the complexity of the contiguum culture and the need to adapt to the new needs. New staff had to be hired and along with the recruitment there was also a need to initiate capacity building to make them become operational. All the different operational strategies and policies were defined in close collaboration with the local partner.

Given the social, political and conflict situation Caritas Sri Lanka and the partners had to take into account certain vital aspects : A conflict sensitive approach in a situation of protracted ethnic crisis ; the integration of Do no harm principles in a society which is divided ethnically ; integration of the lobby and advocacy dimension in the programme both at the institutional level and also in the programmes. Communalism is another aspect which had to be taken into account especially in areas where muslim, Singhala and Tamils are present.

From the very beginning community participation was given importance whenever and wherever it was possible. This contributed to create interdependence among the community members and render them less dependant. Care was also taken to consult the community members on the program, especially the construction of houses. Caritas Sri Lanka and its partners were conscious about the need to be accountable to the beneficiaries.

Caritas Sri Lanka had to initiate regular contacts with the government, the local authorities and even with the LTTE representatives in the north. These contacts initiated gave the possibility for the Caritas MO to carry out the activities with easiness. The tsunami experience shows that without close cooperation with the different authorities it would not have been easy to attain the results. This also pleads in favour of close collaboration with the local Caritas which has legitimacy with the local government, present all over the country and consequently having a thorough knowledge of the situation and the local context and above all would continue to stay in the country once the program is over.

The configuration of the Tsunami response in Sri Lanka can be presented in the following schema. This presentation also clearly indicates the complexity of the disaster response and the whole process of this disaster response was geared towards a long term perspective.



4. Humanitarian Reponse for the future- Lessons learned

Challenges

LRRD requires a minimum level of continued coordination with the local partner at different level. The success of the programme depends on the nature of sustainable and proactive cooperation with the local partner.

One of the major lesson from this experience is the necessity to set up ad hoc crisis management groups to help thhe partner in the pre-crisis, crisis and post crisis moments. This means initiating continued reflexion on these issues between the development and the ermergency departments. One of the success factor for the smooth and efficient realisation of the tsunami operations was the crisis group in which the local partner along with his own advisors was regularly consulted and also guided.

As Funding partners, having the media constraint we need to keep in mind that the LRRD in major emergencies will certainly not contribute to very short-term media pressure by producing immediate concrete results. LRRD is a process. This implies that there is a need to reflect on immediate communication strategies and also to educate the public and the media on this aspect.

In very concrete terms the following challenges need to be addressed :

1. Capacity building of the existing staff in the LRRD culture both at the pre-crisis moment and post crisis moment.
2. Need to enhance the capacity of the Caritas Staff to work with an integral perspective. This means the Disaster Risk Reduction activities must also be shared with the regular development staff, especially the field staff such as the animators and program coordinators.
3. Encourage Caritas partners to network with other NGO in this field. There is a need for a systematic reflection on this issue and a platform must be created to share good practices.
4. In countries where there are long standing crisis, include systematically the conflict resolution, do no harm principles and peace dimension in the development programmes.
5. LRRD must also take into account the institutional capacity of the partner.
6. Take up lobby activities with the back donors
7. The funding partners must also have the same level of reflection on the LRRD as program funders. This reflection must be undertaken in close conjunction with the communication department, fund raising department and the finance departments. This will avoid unnecessary pressure due to the media constraints.

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