NGO VOICE

CISP
COMITATO INTERNAZIONALE PER LO SVILUPPO DEI POPOLI

LINKING RELIEF TO REHABILITATION AND DEVELOPMENT

Ideas and Suggestions from European NGOs

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INDEX

FOREWORD 7
By Paolo Dieci – CISP Deputy Director and Responsible for International Programmes

FIRST SECTION - LINKING RELIEF TO REHABILITATION AND DEVELOPMENT. CONCEPTUAL FRAMEWORK AND PRACTICAL RECOMMENDATIONS

VOICE Recommendations on the Communication from the Commission to the Council and the European Parliament on Linking Relief, Rehabilitation and Development COM (2001) 153 Final 11
By Paolo Dieci, Giovanna Brambilla, Giovanna Solari (CISP) and Olivia Lind Haldorsson (VOICE)

SECOND SECTION - THE CONTINUUM BETWEEN RELIEF, REHABILITATION AND DEVELOPMENT. LESSONS LEARNT AND BEST PRACTICES: CASE STUDIES FROM THE FIELD

Comitato Internazionale per lo Sviluppo dei Popoli (CISP) in Honduras 25
By Luigi Grando, CISP Responsible for Latin America and the Caribbean Area and Vittorio Chimienti, CISP Country Representative in Honduras

Deutsche Welthungerhilfe (DWHH) / German Agro Action (GAA) in Sudan 36
By Mathias Sommer, Coordinator Emergency Programmes

Handicap International in Bosnia and Herzegovina 46
By Philippe Villeval – In charge of a study on the implementation of rural Development projects in post crisis context

Movimiento por la Paz, el Desarme y la Libertad (MPDL) in Kosovo 55
By Enrique Latorre, MPDL International Department, Responsible for Kosovo and Macedonia

CONCLUSIONS 62
By Kathrin Schick, Director of VOICE

FOREWORD

By Paolo Dieci – CISP Deputy Director and Responsible for International Programmes

In April 2001 the European Commission presented a "Communication on Linking Relief, Rehabilitation and Development (LRRD)". While CISP and VOICE welcome this initiative, they note that the Communication was not focused on the practical or financial measures for its implementation.

Against this background CISP and VOICE decided to set up a working group directly involving European NGOs in order to strengthen the dialogue between NGOs and the Commission on the operational definition of the Link between Relief, Rehabilitation and Development.

The working group was formed to capitalise on the experiences of the wide variety of European humanitarian aid actors' best practices, which have been tested in the field, so that a Link can be made between Relief and Rehabilitation and so that the so called "grey zone" can be managed successfully.

While the theoretical framework for LRRD is well developed, the concept has not yet been "mainstreamed". In addition, the common understanding of its practical implications has to be further developed by all those working in this field.

It is with this aim that the working group has drawn up a number of recommendations to be taken into account by both donors like ECHO, and by NGOs. These recommendations are based on the concrete experiences of EU Member States NGOs, which are working in areas of the world where humanitarian and preliminary rehabilitation operations are carried out.

This publication, which contains the working group's (including those of CISP and VOICE) recommendations has greatly benefited from the answers

supplied by VOICE's NGO members to a "thematic questionnaire". In this questionnaire NGOs were asked to give their opinions on both the theoretical and practical aspects of the LRRD issue.

This publication also contains four case studies based on the experiences of NGOs working in the field, which demonstrate how they were able to transfer the conceptual dimension of the LRRD into real situations.

Our aim is to strengthen the dialogue with the European Commission and the Parliament on the best instruments to be employed in order to build a bridge between Relief and Rehabilitation and Development in post crisis areas. It is a strong belief held by both the Commission and the NGOs that this theme, far from being of purely academic interest, represents a real priority for many third countries and hundreds of communities worldwide.

FIRST SECTION

LINKING RELIEF TO REHABILITATION AND DEVELOPMENT. CONCEPTUAL FRAMEWORK AND PRACTICAL RECOMMENDATIONS

VOICE RECOMMENDATIONS ON THE COMMUNICATION FROM THE COMMISSION TO THE COUNCIL AND THE EUROPEAN PARLIAMENT ON LINKING RELIEF, REHABILITATION AND DEVELOPMENT COM (2001) 153 FINAL[1]

by Paolo Dieci, Giovanna Brambilla, Giovanna Solari (CISP) and Olivia Lind Haldorsson (VOICE)

1. INTRODUCTION

VOICE welcomes the reassessment of EC policy and activities designed to facilitate and improve the linking of Relief, Rehabilitation and Development. Especially appreciated is the emphasis on flexibility, coherence and coordination, including decentralisation, as these elements constitute key factors for a successful linking. It should however, at all times, be noted that the rationale for these measures lies with the capacity of avoiding "grey zones" and gaps in transitional periods, and that specific procedures and tools need to be put in place in order to achieve this. Such specification is, according to VOICE, still lacking in the Communication. VOICE is therefore looking forward to the results of the assessment of budget lines and calls on the Commission to as soon as possible outline the specifics of the measures proposed in the Communication. This would include clarifying the distribution of mandates and tasks, the coordination tools as well as hand-over strategies, for example transition between decision-making procedures.

[1] See website http://europa.eu.int/eur-lex/en/com/cnc/2001/com2001_0153en01.pdf

1.1. Definitions

Relief activities are, in general terms, aimed at responding to needs created by natural or man-made disasters. The basic and fundamental rationale of humanitarian assistance is to save human lives, to protect vulnerable groups and to respond immediately to needs.

On the other hand, the goal of Rehabilitation actions is to support the basis for a re-organization of demolished social and economic fabrics. Related activities should focus on the re-establishment of basic conditions for the re-launching of normal individual, social, cultural and institutional life. This does not necessarily mean that Rehabilitation programs have to re-establish services and social institutions exactly as they were before the emergency. In fact, in many cases, previously existing services are not sustainable in a post emergency context. Former Yugoslavia represents a concrete example of this situation. Therefore, the role of Rehabilitation projects is to support suitable conditions for the permanent delivery of basic services and the re-establishment of collapsed social structures, rather than creating a similar situation to the one existing before the emergency. With regard to Development, the definition is certainly more complex. To begin with, it would be useful to introduce a distinction between Development processes and Development projects. While a Development process is by its nature endless and depends on a number of different factors, including international relations and macro economic dynamics, a Development project should support, in a well-defined period of time, the achievement of concrete and measurable results.

2. RATIONALE AND PHILOSOPHY OF LRRD

VOICE urges the EC to, at all different stages of intervention, take into account and strengthen measures that facilitate transition to, from and between Relief, Rehabilitation and Development. These measures include, among other, local involvement and capacity building; prevention and preparedness and; demining.

2.1. Local involvement, prevention and preparedness

An important pre-condition for the establishment of a link between Relief, Rehabilitation and Development is to build effective partnerships with local actors from the very beginning of operations. At the same time, this is certainly one of the most challenging tasks for northern NGOs. While European NGOs have a long tradition of partnership in third countries, it can not be ignored that, in many conflict areas, local interlocutors tend to be part of the conflict and, therefore, relying on them might result in a weakening or hampering of the principle of neutrality. Nevertheless, the implementation of emergency plans without significant involvement of local actors runs the risk of resulting in a culture of dependency. A high level of professionalism as well a high capacity to analyse the local context is required in order to select local partners that are as much as possible detached from the conflict dynamics.

Clear strategies for disaster prevention and preparedness as well as conflict prevention should form part of tools and instruments, with emphasis on local capacity building. All tools should ensure that risk and vulnerabilities are included in planning, programming and implementation. Vulnerability and lack of and/or limited capacity to cope with natural disasters are associated with poverty and poor levels of Developments. Therefore, civil society and local capacities should be reinforced at all stages in order to strengthen local coping strategies such as emergency preparedness and management.

2.2. Rehabilitation

NGOs involved in emergency situations generally tend to employ a medium and long-term perspective. NGOs are aware of that providing Relief without taking a broader view and thinking beyond the emergency phase, in the long run, might result in dependency on external assistance. There is therefore a need for a broad and comprehensive Rehabilitation strategy jointly adopted by all actors, including donors, international organisations, local institutions and NGOs. VOICE would like to commend the Commission's view that "in order to make

the most of the linkage instrument, more emphasis should be placed on the restoration of institutional capacities and the rebuilding of the social fabric".[2]

This issue has been pursued by VOICE and other NGOs extensively, claiming that Rehabilitation must expand from being a purely physical reconstruction of infrastructure.[3] A Rehabilitation line would necessarily have to include, and indeed place great emphasis on such activities, along with reconstruction of infrastructure. The protection of human rights, democratisation and conflict prevention should also be covered by a Rehabilitation budget line, so that those activities easily can be implemented. The Commission acknowledges that in conflict situations, the link between Relief and Development must be seen in a broader economic, social and political context. These factors should indeed be taken into account at all stages and interventions.

2.3. De-mining

VOICE welcomes the inclusion of anti-mines issues in the Country Strategy Papers and that they will be considered within the Development cycle of the country. Demining must be streamlined into the whole process of linking Relief, Rehabilitation and Development.

3. Co-ordination

VOICE welcomes and appreciates the recognition in the Communication of the need to improve international co-ordination mechanisms, and the mention of a pro-active approach. However, the Communication, in our view, fails to

[2] Commission Communication on "Linking Relief, Rehabilitation and Development" COM (2001) 153 Final.

[3] See for instance "The Essential Role of NGOs in the Reconstruction of War-torn Countries", VOICE Policy Paper September 21, 2000.

identify concrete measures to be taken in order to improve the Commission's capacity in this area. For instance, the "Friends of Approach", mentioned in the Communication, is not particularly well defined and does not in itself include practical and operational orientations.

A concrete and effective coordination mechanism must be laid out, taking into account at least three elements: (i) an effective division of labour and responsibilities among different actors, in order to maximise the impact of different actions; (ii) the establishment of common criteria and methodologies avoiding the employment of different policies with regard to very critical aspects of emergency and post emergency response (a typical example would be the payment of salaries or incentives to local professionals operating in existing services); (iii) to link humanitarian and Rehabilitation efforts to the diplomatic initiatives addressed to solve the root causes of the emergency. This third consideration typically applies to conflict and to post conflict situations, where NGOs initiatives are "de facto" collocated within a broader international context.

4. Country Strategy Papers

A central pre-condition for the link between Relief, Rehabilitation and Development is the possibility to plan programmes and strategies on a multi annual base. Without planning capacity, the linking between Relief and Rehabilitation is hampered and difficult to put into practice. In absence of long term planning, humanitarian assistance also runs the risk of becoming dependent on the dynamics of the emergency, particularly in conflict areas.

Ideally, EU external assistance should be able to propose to local interlocutors a well-defined strategy, including both Relief and Rehabilitation interventions and indicating at the same time a number of conditions that if not locally respected might result in the interruption of the strategy itself. In other words, NGOs feel that if the Commission was able to propose medium and

long-term strategies, its capacity to positively influence the evolution of the local situation would be stronger.

The Commission hopes to incorporate Relief and Rehabilitation in already defined strategic frameworks by adopting amendments to the Country Strategy Papers. Although recognised as a good initiative, NGOs are concerned that this effort would not be coupled with appropriate procedures.

Well conceived strategies have often resulted in poor achievements due to procedural constraints. Therefore, NGOs would like to emphasise that this approach requires rapid and flexible amendment procedures. Otherwise there is a great risk that the process could result in further delays in the start of operations and limit the impact of interventions.

5. DECISION-MAKING

5.1. Flexibility, Timing and "Trade-Off"

Flexibility is indeed a pre-condition for the linking of Relief, Rehabilitation and Development. However, flexibility does not mean absence of clear objectives or of concrete indicators to evaluate project performances. Flexibility rather means capacity of modifying methodologies and instruments in the light of changing environment in order to achieve the defined goal.

The discussion in the Communication on the trade-off between flexibility, speed and control is long-awaited and appreciated. VOICE fully supports the points of view of the Commission as regards to the difficulties in acting with "flexibility and quickly - while maintaining strong control and accountability".[4]

[4] EC COM (2001) 153 Final.

This is especially relevant when it comes to interventions where the situation changes rapidly, and alterations need to be done in contracts in order to adopt to the new environment. VOICE therefore commends the Commission for allowing space for changes to project's contents or location or accepting a failure to meet objectives or requirements concerning assets. Recognising this trade-off has the potential to truly make a change in terms of flexibility and timing as well as to contribute to relevant and meaningful interventions.

The call for flexibility should also take into account the timeframe of emergency aid, which should be appropriately adjusted to the situation by making solid assessments. Decisions should be realistic and well informed, independently from for instance rigid exit strategies, but also taking into account the potential to incur dependence.

Several steps can be taken to limit the trade-off between flexibility, speed and control. As regards to controls, NGOs find ex-ante controls too time consuming, and thereby preventing timely interventions and flexible approaches. The Commission should instead implement rigorous and effective ex-post controls, carried out by well-trained staff, in order to minimise the trade-off.

By coupling ex-post controls to common evaluation and planning prior to interventions, the trade-off can be further minimised. When carrying out evaluation and planning of activities, it is imperative that the EC and NGOs use common, well-defined criteria prior to interventions, or at least in their very beginning, in order to avoid future misunderstandings. For example, a project supporting the return of IDPs typically includes reconstruction of houses. However, the ultimate goal of such an exercise would be the return of refugees; reconstruction merely represents a pre-condition for the achievement of this goal. A typical controversy would be how to evaluate a project that has successfully completed the physical reconstruction but has failed to create the environment to which refugees want to return or vice versa.

Moreover, a sounder base for decision-making can be ensured within a

shorter time frame by capitalising on already existing know-how. In this respect, the EC should make sure that it does not repeat its failure to capitalise on existing know-how and structures already set in place, as illustrated by VOICE's case study on Bosnia-Herzegovina.[5]

5.2. Decentralisation

VOICE welcomes the specific reference to decentralisation of decision-making from headquarters to the field level. Decentralisation has indeed the potential to facilitate linking between Relief, Rehabilitation and Development, but only if it is implemented in a meaningful and well-informed way.

The rationale behind decentralisation stems from its prospective to enhance standards of political analysis based on vicinity to problems and changes in the environment; closer contacts with local government and beneficiaries and; the potential for more constructive cooperation and relations with international and local implementing partners.

VOICE therefore calls on the EC to allow for effective decentralisation by coupling it with real resources in terms of quantity and quality of staff and decision-making powers as well as measures to cooperate with other actors, but also to adopt simplified procedures, when they are duly justified by the existing circumstances.

The rationale for decentralisation is only valid if it allows functionaries to directly assess, in cooperation with its partners, the substantial impact of projects and make decisions based on these assessments. Moreover, the delegations have to be fully aware of the need for joint assessment and common analysis in cooperation with other donors, local governments and groups, its partners as well as other NGOs (local and international).

[5] "The Grey Zone or the Missing link between Relief, Rehabilitation and Development", VOICE Policy Paper February 2001.

6. Tools and Instruments

6.1. Merging of Tools

VOICE welcomes the review of and possible merging of tools and instruments, hoping that this will lead to more coherency and efficiency without hampering flexibility and timing. It is, however, regretful that the Commission failed to produce such a review in time for the new LRRD Communication, since this would have strengthened both its credibility and usefulness. As regards to the creation of a Rehabilitation line, provisions need to be made to prevent uneven geographical distribution (due to political interests) and use of heavier procedures. Emphasise would need to be placed on flexibility and rapid decision-making, so as to avoiding the mistake illustrated by VOICE case-study on Bosnia, as regards to RRM (using slower procedures)[6]. An "open-ended" Rehabilitation budget line would also have the potential to solve the issue of "technical" grey zones, which appear due to slow reviews and internal procedures at Brussels level[7]. Most importantly, there would need to be clarity as to when such a Rehabilitation tool should be implemented and under which service.

A merger of horizontal instruments and thematic issues under geographical lines, will demand strong efforts in creating a "transition model" or "hand-over strategy" in order to ensure smooth transition, timely interventions, flexibility and provision for easy adaptation to changing environments. Such a model or strategy would outline in detail measures for coordination, coherence and streamlining between the different mandates and internal procedures. The Commission seems to be aware of this, but fails, once again, to specify the elements of such a "transition model" or "hand-over strategy".

[6] "The Grey Zone or the Missing link between Relief, Rehabilitation and Development", VOICE Policy Paper February 2001.

[7] See for instance "Communication from NGOs on the new regulation for Aid to uprooted people in Asian and Latin American developing countries" May 2001.

6.2. Call for Proposals

NGOs do not find the system of "Call for Proposals" appropriate for the financing of Rehabilitation operations. Firstly, this system has proved to be extremely time consuming, and therefore inconsistent with the rationale of the continuum. Secondly, Rehabilitation activities require a deep knowledge of the local context. Consequently, the Commission should select its partners taking into account who is doing what, how and where, rather than on the basis of a blind tendering process.

6.3. Mandate of ECHO

VOICE supports the Council's view that ECHO should cover the period between emergency/Relief and short-term Rehabilitation and phase out, on the basis of exit strategy, in favour of other instruments as soon as possible. In this respect, VOICE would like to see a clarification regarding the main components that define the timing of withdrawal as well as the elements of "exit strategies".

The Council's recommendation that "ECHO should retain a flexible, case by case approach to prolong its support where a hand-over in the post-emergency phase is not easily possible", is therefore welcome. The risk is related to the fact that, in absence of concrete alternatives and other possibilities of quickly funding the first Rehabilitation, the link between emergency and Rehabilitation operations is totally jeopardised. Therefore, such procedures need to be coupled with real resources in terms of ability to carry out assessments, by for example enhancing decentralisation in conjunction to decision-making powers and training of staff. As regards to flexibility and coherence, lately ECHO has been undertaking commendable efforts towards simplifying its relations with partners and aiming at greater coherency in decision-making procedures. However, these positive trends have been accompanied by worrying elements such as ECHO's move to utilise parts of the Standard Contract in the FPA with its NGO partners. Such an undertaking, on a large scale, has the potential to slow down and

encumber the delivery of humanitarian aid to beneficiaries and should be avoided at all costs. Moreover, ECHO's steps to harmonise its procedures with those of other Commission bodies, appear to neglect the special nature of humanitarian aid, in that they must be apolitical and speedy.[8]

7. CONCLUSIONS

The European Commission has a long and fruitful experience of consultation and partnership with NGOs. This consultation has been a valuable asset for the joint definition of country strategies and policies, for example the Framework Partnership Agreement.

NGOs feel that it would be very useful to extend this consultation process to discussing the elements of the framework for the continuum/LRRD. Such a consultation would profit from a number of actors with excellent know-how and experience in implementing projects. Such an extended evaluation of experiences made in the field would allow for a practical approach to defining the best practice in linking Relief, Rehabilitation and Development.

VOICE therefore suggests that the Commission and NGOs should engage themselves in creating consultative mechanisms in any emergency and post emergency area in order to:

- define medium and long- term strategies;
- establish common criteria for evaluating projects;
- establish common methodologies and tools;

[8] For example ECHO's move to abolish lump sum payments to NGOs in favour of real costs is a case in point. Lump sums are much lighter for an NGO to administer, and in the context of humanitarian aid operations of short duration, rightly so.

- assess the effectiveness of the project;

- assess how the project fits within the wider political and diplomatic process.

In order to achieve this, we propose the creation of a "consultative group" in which both the Commission and NGOs are represented, with the aim of formulating a common approach to linking Relief, Rehabilitation and Development.

SECOND SECTION

THE CONTINUUM BETWEEN RELIEF, REHABILITATION AND DEVELOPMENT. LESSONS LEARNT AND BEST PRACTICES: CASE STUDIES FROM THE FIELD

COMITATO INTERNAZIONALE PER LO SVILUPPO DEI POPOLI (CISP) IN HONDURAS

By Luigi Grando, CISP Responsible for Latin America and the Caribbean Area and Vittorio Chimienti, CISP Country Representative in Honduras

1. TITLE OF THE PROJECT AND DONOR

"Rebuilding of the water supply system and improvement of the basic hygienic conditions of the communities living along Chacalapa River. Municipality of Trujillo (Department of Colón)".
ECHO – European Community Humanitarian Office.

2. COUNTRY AND REGION

Honduras - Municipality of Trujillo - Department of Colón.

3. PERIOD OF IMPLEMENTATION AND DURATION

15 July 2000 – 15 March 2001 – 8 months.

4. NUMBER AND CHARACTERISTICS OF THE BENEFICIARY POPULATION

The table below reports the data of the direct beneficiaries of the project.

Community	No. of Recipients
Chacalapa	2,700
Sinaí	2,100
Agua Caliente	756
Buenos Aires	156
Colonia Evangélica	108
Tres de Mayo	312
Holanda Linda	336
Total	**6,468**

As a basic component of an initial rapid assessment, a census was undertaken, separating groups of age according to the PAHO/WHO (Pan American Health Organization: Regional Office for the Americas of the World Health Organization) methodology. The most relevant data refers to the balance between population over and under fifteen years of age (half of the population is younger than fifteen). However, the low percentage of population over fifteen is peculiar in developing countries (8% as average).

At the same time, the relatively low rate of new-born (3,8 %) is to be seen as a consequence of the natural disaster that repeatedly hit the area (Hurricane Mitch in 1998 and Hurricane Katarina in 1999) and that seriously affected the socio-economic conditions of the rural population. In this context, birth control and family planning started to play a major role in population dynamics.

When comparing the data from different communities, two particular cases stand out: the communities of Nueva Sinai and Holandesa Linda. Both communities were completely destroyed by the Hurricane and later resettled with the aid of local and international funds. In both communities, more than 35% of the total population is between 15 and 25 years of age, while only 5%

is older than 50. This indicates that the population, which initially moved to the camps, set up after the Hurricane and later on transformed in resettled communities, was composed mainly of young people.

5. PROBLEMS ADDRESSED AND THEIR CAUSES

The west river of Rio Aguan was strongly hit by the floods provoked by Hurricane Mitch, which hit the area in November 1998. According to the data provided by *Pastoral Social de Tocoa,* the area embodied within the Municipalities of Tocoa, Trujillo and Bonito was the most affected, particularly with regard to the agricultural sector (loss of crops) and infrastructure. In November 1999, a loss of crops also occurred, when the area was hit by the tropical storm "Katarina". The storm showed that the alterations in the natural system of water drainage, provoked by Hurricane Mitch, strongly increased the vulnerability of the area by heavy rains. Some communities, such as Masicales and Sinaí, which had been resettled on new grounds, completely disappeared. The reconstruction projects had not sufficiently considered the importance of sanitation and water supply systems. The first action implemented by CISP in the sector, funded by ECHO, put into evidence that an emergency situation existed and that the bordering communities, recipients of the previous project, suffered from a high vulnerability.

5.1. Water supply system

Five villages (Buenos Aires, Holanda Linda, La 3 de Mayo, la Colonia Evangélica and Sinaí) were embodied in the area considered by the action. Among them, two communities were resettled thanks to two projects implemented by Caritas and Trocaire, while other two were relocated through the support of the Evangelic churches. With the exception of Sinaí, the area generally suffered from a lack of water supply systems. The situation was increasingly serious due to the displacement of a large part of population after Hurricane Mitch. Almost 90 houses were deprived of a

water supply system and the resettlements were without watermarks. Data that referred to the population clearly showed that an increase of 1,752 people occurred in the area concerned by the project. This fact has had a negative impact on the available resources of water.

In the area there existed two water supply systems. One of them supplied the communities of La Danta, Las Pilas, El Rosario, Chacalapa and Agua Caliente, while the other one supplied Chichiguite. Both of them were highly inadequate: the former was not sufficient for the communities of Chacalapa and Sinaí, due both to the problems of project design (the pipe diameter was too reduced) and to the mentioned increase of the population provoked by Hurricane Mitch, not considered when the project was studied and planned.

Only the communities living in the mountain areas (La Danta and Las Pilas) could rely on a steady supply of water, whilst the communities settled in the flat areas suffered from water shortage, particularly in August and September, when the supply was almost interrupted.

It is clear that the area was highly vulnerable and was not yet economically recovered from the damages provoked by Hurricane Mitch. At the same time the projects implying the resettlement of the communities have increased the level of the water needs. The conditions of the water sources progressively worsened, due to the agricultural and breeding activities carried out on the highlands of the basins. The devastating effects of the huge increase of the rivers represented the consequence during the rainfall season, which particularly hit the system that supplied water to the community of Chacalapa. With regard to this, the community particularly suffered from the passage of Hurricanes Katarina and Mitch and the negative effects on the water supply system have not yet been absorbed. This situation could cause a total interruption of the water supply during the next winter. Overall, we could calculate that 1,572 persons (corresponding to 17% out of the total) did not have a water supply system and 5,616 persons (62% out of the total) were suffering from water restrictions and supply scarcity.

5.2. Health conditions and sanitation

The situation of the two resettled communities was quite serious. As already mentioned, many post-Mitch projects did not consider the components of water and sanitation. At the present, the two components represent a priority in the area taken into consideration by the project.

6. SOLUTIONS FOUND

In order to respond to the identified problems, the main goal of the project was to improve the living conditions of the beneficiary communities, through immediate actions, at the same time creating the basis for a future self-sustainable Development process.

To achieve this goal, the specific objectives have been identified as the following:

- to guarantee the water supply in 7 communities living along the Chacalapa River and to ensure a steady service in terms of access to water and its quality;
- to improve the health and sanitation conditions through the construction of 404 latrines;
- to reduce the natural threats of the drinking water system in areas which are particularly unstable due to their high slope.

7. ESTIMATED IMPACT ON THE SHORT, MEDIUM AND LONG TERMS

In the short and medium terms the impact has been measured on the results achieved, which are the following:

- 100 litres of good quality water per person per day were supplied to 6,468 direct beneficiaries, thanks to the construction of the new water system (the communities of Las Dantas and Las Pilas benefited only from latrine construction);

- local capacity on issues such as use and maintenance of water supply sys tems built by the organisation and strengthening of 7 water board (committees);

- improved sanitary conditions of 404 families through the construction of latrines and education campaigns;

- enhanced water quality by delimiting the watershed that feeds the water system and its reforestation.

In the long term, the estimated impact will regard:

- reduction of sharp diarrhea illnesses incidence in the majority of the beneficiary population;

- improvement of the hygiene conditions in the beneficiary communities;

- improvement of basic recovery situations;

- better community organisation and increase of environment care and recovery conditions in the communities;

- increase of environment community sensibility to the protection of the basins and to the fountains of water;

- increase of the communities' capacity in the definition of the local priorities in integral terms of Development;

- increase of local co-ordination in relation to disaster prevention and preparedness, Rehabilitation and local Development;

- encouragement of local capacity in planning the framework of the administrative decentralisation processes.

8. CONTRIBUTION GIVEN BY THE PROJECT IN ORDER TO:

8.1. Respond to immediate emergencies

The project responded to the emergencies in the area allowing the availability of 100 litres of water per day and per person and leaving 404 latrines available for the same number of families identified as the most in need.

On the other hand, the common effort and the shared focus of the action strengthened a capacity in the communities to respond to future emergencies through the co-ordination and sound collaboration among different actors. In this framework the organisation of local committees of water (meetings of water) was set up.

Finally, the protection of the water springs allowed greater security and support to the water systems diminishing the vulnerability of the same facing the natural phenomena.

8.2. Prepare the ground for Rehabilitation

The project can be considered as a first step for a subsequent Rehabilitation phase. Specifically, the improvement of the basic conditions of the recipients can be considered as a focal starting point for the implementation of programmes aiming at effectively improving the recipients' quality of life in a more global sense. In this direction, the project plays a fundamental role in view of the implementation of the *"Programme of Regional Reconstruction for Central America-PRRAC"*.

In fact the project represents a link between the phases of emergency and

Rehabilitation and benefits from the advantages given by the experience so far accumulated and by the deep knowledge of the territory and of the populations' needs.

As a matter of fact, the project itself was already presented with a strong component of Rehabilitation, being the result of various activities carried out by CISP in the previous years. The intervention is placed in the framework of a territorial strategy, based on the experiences in the area and in the sectors of interest and through the co-ordination and meeting with the local companies. In this framework, the continuity of the presence of CISP in the area and the co-ordinated definition of strategic priorities has permitted the unfold of a first phase of Rehabilitation, in continuity with those carried out previously, defining consequent actions in the area (a project of food security) and taking into account other international agencies of co-operation and the EU (through the PRRAC).

9. DESCRIPTION OF THE MAJOR ACTIVITIES AND ACHIEVEMENTS

9.1. Construction of a water system in Chacalapa River area

A new dam was built near the community of La Danta in the Don Pedro River, as permanent feeding point for the water system. The dam also guarantees a sufficient water level in order for the water system to function throughout the year (low water level during the summer).

At the exit of the dam, sand clearer was built to eliminate the suspension material (sand, clay and occasionally organic material such as leaves or wood), and a pressure break system was installed to regulate water pressure within the pipeline. The pipeline is equipped with air cleaning valves, which are essential for the system's cleaning and maintenance. The dimension of the pipes was calculated so that a minimum flow of 120 gallons per minute is ensured. 50 out of the 120 gallons are diverted to a new 20,000 gallons tank, which supplied the communities of La Holandesa Linda, la 3 de Mayo, Colonia Evangelica and Buenos Aires.

The other 70 gallons per minute are supplying the water system of Chacalapa, Nueva Sinai and Agua Caliente. Due to the inclusion of Nueva Sinai within the communities to be covered by the project, it was necessary to increase the number of water pipes meters by 80%. (Nueva Sinai had an inefficient water supply system, which was supplying 80 out of 292 houses). At the end of the works, a total of 438 houses are benefiting of new water domestic connections. This data, compared to the number of houses to be supplied foreseen in the initial project document, shows that the results overcame the expected results by 66% (146 houses more than foreseen). It should be mentioned that in the community of La Holandesa Linda, there was no need to install house connection because of an intervention financed by COSUDE (Swiss Co-operation for Development).

9.2. Capacity building

A training program was organised in order to build local capacities in matters such as water supply system management and maintenance, use of water for human consumption and general aspects related to community health. During the meetings, held in the communities, the local population was informed about project objectives and the foreseen activities. Local awareness on the importance of communities' active participation was arisen and an awareness campaign on the importance of basic community organisation was carried out. To this end, six training sections were organised and more that 72 field visits were completed. In every training section, educational materials were distributed to each participant.

9.3. Sanitation

With the aim of ensuring sustainability and building local capacities, it was decided to carry out the installation of latrines using self-construction methodologies. To this end, before the start of the construction works, a training program was organised in each community. During this phase, the type of latrine to be built was decided in a participatory way and the possible community participation in terms of construction material and manpower was analysed. Training sessions were then held in the communities and issues such as latrine

construction techniques and latrine maintenance were addressed. In order to ensure the needed coverage of the training, workshops were held in the communities, and issues like construction, use and maintenance of latrines were extensively analysed. As a basic component of the training sections, a latrine was built with the participation of beneficiaries, following a methodology known in Central America as *"aprender haciendo"* (learning by doing). Tools were distributed and the organisation of working group was stimulated.

9.4. Educational talks in schools

All the schools in the area were included in the educational program set up with the objective of raising awareness on the importance of safe water consumption and environmental protection. Talks were held in each school and about 500 children participated.

9.5. Organisation of three nurseries for the reforestation of watershed and vulnerable areas (landslides)

3,000 plants were transplanted in several areas of the water basin. Priority was given to vulnerable areas and particular attention was paid to areas that were threatening the water supply system due to their instability (high slope deforested areas in risk of landslides).

The plants were bought from the *Pastoral Social of Bonito Oriental* where they are produced by organised groups of women participating in the environmental programme set up by the above institution.

9.6. Delimitation and protection of watershed

The activity of identification and delimitation of the watershed that supply the water system was carried out in collaboration with COHDEFOR (*Corporacion Hondurena de Desarollo Forestal*) during the months of February and March. According to the national laws, the delimitation was done using orange indelible

paint, (fixed painting and immobile points like stones or trees along the watershed border). The delimitation represents the first step to obtain the recognition of a legal status for the area and eventually to declare it protected area. A negotiation process began between the population that is presently living in the basin (mainly subsistence farmers) and the local representatives benefiting from the new water system. An agreement was signed and it was established that a lump sum, defined case by case, would be paid to the farmers, who intended to leave the basin, so that it would be possible for them to buy land elsewhere. This strategy has been successfully followed by COHDEFOR in Colon Department. The process of negotiation is at present followed by the *Pastoral Social.*

9.7. Coordination with local institution

Meetings with all the institutions concerned in water system, environmental management, health and local planning were held. Particularly relevant has been the co-ordination established with SANAA (*Servicio Nacional de Acueductos y Alcantarillado*), which will be the Institution responsible to follow up and support the local community as far as water supply system management and maintenance is concerned. Copies of the technical specification and plans were delivered to SANAA local office, so that it would be possible for the institution to update its data.

9.8. Design, production and distribution of information leaflets

The following information material was distributed:

- manuals on micro basin management and protection;
- community chlorine water treatment;
- operation and maintenance of water systems and rules of water board (or water Committee).

The above material was distributed during the training sessions, mainly to community leaders and members of the water committees.

DEUTSCHE WELTHUNGERHILFE (DWHH) / GERMAN AGRO ACTION (GAA) IN SUDAN

By Mathias Sommer, Coordinator Emergency Programmes

1. TITLE OF THE PROJECT AND DONOR

"Food Security Programme, Unity State, Sudan 2000/2001".
German Agro Action (own funds), EU DG Development, German Ministry of Economical Co-operation and Development.

2. COUNTRY AND REGION

Sudan, Unity State, Provinces of Rub-Kona and Mayom (situated in the centre of Sudan).

3. PERIOD OF IMPLEMENTATION AND DURATION

1 March 2000 – 28 February 2001 – 12 months.

4. NUMBER AND CHARACTERISTICS OF THE BENEFICIARY POPULATION

The population in the project area is composed mainly of traditional agro-pastoralists. Cattle owners by tradition, they depend largely on cattle for their feeding (milk, blood but rarely meat), especially for the children. Cattle also play an important role in economic security, food exchange, marriage dowry and barter, to pay fines and prestige.

The population pyramid is skewed in favour of women as male mortality

due to fighting has drastically reduced the number of adult males. In 1999, the overall registered adult male: female ratio was 35%: 65%. Within the target population, women and children constitute a special focus group as women head 40% of the total registered households and 56% of the total population are children under 16 years. The daily household activities of women reduce their time to focus on food production as nearly 40% of women's daily activities related to firewood and water collection or other home duties.

The structure of community life in the project intervention area is governed by kinship and tribal affiliations. The population in Rub-Kona and Mayom Provinces are 95% Nuer and 5% Dinka, thus forming a relatively homogeneous group sharing cultural practices. The Nuer in the different provinces are divided into clans and sub-clans. For the project to succeed, it is essential to take this social structure into consideration when selecting key persons (e.g. trainees) as it will create problems if each sub-clan is not represented.

The target population is composed of:

- internally displaced persons (IDPs) seeking refuge mainly in the towns of Bentiu, Rub-Kona and Mayom;
- women, living in the towns of Bentiu, Rub-Kona and Mayom interested in growing vegetables;
- farmers of the surrounding villages, which have lost their seeds and agricultural tools due to continuos war activities.

5. PROBLEMS ADDRESSED AND THEIR CAUSES

For the past 4 years, Unity State has been subjected to natural and civil strife. In 1996 it was affected by floods, in 1997 stricken by drought. Since September 1997, it has been a war zone with intensive fighting between two

Nuer factions. The combination of civil war, inter-factional fighting, drought and floods in and around the state have all contributed to a massive population movement with a continuous flow of internally displaced persons (IDPs) seeking refuge, food, non-food and medical assistance in the areas of Bentiu, Rub-Kona and Mayom. The majority of the IDPs arrived without any assets or basic household items or food. As a result of this humanitarian crisis, vast numbers of people are suffering and dying from infectious and nutritional diseases. Animal health and agricultural production has disintegrated and the environment is deteriorating. Humanitarian efforts to-date, by UN agencies and INGOs, have covered a wide spectrum of emergency Relief activities but no provisions for sustainable Rehabilitation interventions have been made to improve the household food security situation.

The majority of the population has problems to meet their basic needs and allow for survival. Although they have access to shelter when there is no fighting, access to food remains a problem because they have insufficient tools and seeds for cultivation and insufficient fishing equipment. As a result, wild food has often been over exploited in locations close to home or is located in areas inaccessible due to insecurity. However, the most devastating factor is the deterioration and loss of animals as the whole social structure is based on animal wealth. Lack of veterinary services since 1983 has contributed to this factor. Since most of the cattle have been looted, people are forced to find alternative ways to address their food needs and the need to re-build community seed stocks becomes even more essential.

6. SOLUTIONS FOUND

Experiences from NGOs' projects in the area have shown that there is good potential for community participation in projects aiming at improving household food security.

Considering the disastrous economic situation in Unity State, it is a priority

to run an integrated Rehabilitation programme based on the imminent needs of the crisis-struck population. Thus it is indispensable to run sustainable Rehabilitation, agricultural and environmental interventions side by side, aiming at halting the socio-economic collapse and allowing to improve food security.

DWHH/GAA focuses on strengthening community structures, capacity building and providing alternative access to food in order to spread risks. One of the key elements of the project is community participation at all levels of planning and implementation; from selecting and testing tools, selecting suitable varieties of cereal and non-cereal crops, identifying suitable persons for extension training, identifying active farmers and finally to distributing tools and seeds.

Monitoring and evaluation are an ongoing process throughout the project. They serve as a mean for the community to identify, suggest solutions and solve problems that occur during implementation. At the end of a three to four year project cycle the communities should have updated and improved their agricultural and food security skills and rebuilt and improved their coping strategies.

7. ESTIMATED IMPACT ON THE SHORT, MEDIUM AND LONG TERMS

7.1. Economic impact

Although the area is subject to armed conflicts and suffers from frequent insecurity, DWHH/GAA seeks to find ways to secure food production to alleviate hunger among the civil population, who have lost their assets through looting and arson by the conflicting forces.

The socio-economic benefits of the project are:

- those beneficiaries, who are especially vulnerable, such as households headed by widows, old, disabled and poor people, are able to access sufficient food

not only for survival but also to obtain basic necessities through sale of surplus. This category of beneficiaries lives mainly in towns;

- through promotion of local food production the local market and trade will be improved and/or re-established;
- those beneficiaries (mainly rural), who still own livestock, will not eplete their assets in order to survive. They will also strengthen their economy at household and community level;
- the supply of food during the cultivation period will ensure that the beneficiaries are able to concentrate on cultivation and this will in turn lead to success of the project and ultimately to sufficient food production. It will secure the annual food requirements as well as enabling livestock re-stocking. Feeding the population through food aid and throughout the year would cost approximately 8 times more than the provision of food, agricultural inputs (seeds and tools), environmental protection (tree seedlings) and would not lead to sustainable food security.

Benefits for the target group include positive effects on their health and productive power as well as maintaining them in their home area and avoiding distressed migration. This is a precondition for maintaining the productive cycle in the communities. The community at large will benefit from the public assets produced through FFW, which will help to rehabilitate the productive capacity of the natural resources.

The public assets will be maintained by the communities through either community work programmes or Village Committees programmes in coming years. Prices of food have been increasing due to shortage. The distribution of food will reduce this upward trend and, therefore, will have a balancing effect on market prices. However, the quantity of food distributed has to be carefully monitored, in order to maintain food production incentive and reduce already existing food aid dependency of the people.

7.2. Social impact

As a result of the breakdown of traditional food coping-mechanisms and social structures, alternatives are needed to access food at household level. DWHH/GAA initiated community dialogue and identified ways to improve field crop production through better management and land utilisation. This dialogue also led to the introduction of vegetable gardening within the towns where agricultural land is limited. This enables the growers (mainly women) to access food through consumption of own produce and purchase grain by selling their surplus vegetables.

This is an important contribution especially for IDPs who are forced to remain in the towns due to total loss of assets.

- Vegetable production will improve the health condition among the especially vulnerable IDPs through access to micronutrients and vitamins;

- Empowerment of women through ownership/control/management of inputs and production. Women will be especially considered when selecting growers to be included under the programme and for training as Community Agricultural Extension Worker (CAEW). They will also be represented in the Village Agricultural Committees (VACs);

- Both women and men were consulted on the project design and voiced their needs and ideas for tools and seeds inputs (types and quantities) required to enable a sustainable programme. The project was largely designed taking into account these needs and recommendations including the training aspect;

- The local government fully supports the project approach and their recommendations have been incorporated. Due to the limited resources of the local Ministry of Agriculture, a community-based approach has been adopted;

- The beneficiaries own land and produce. Community leaders and beneficiaries initiated Village Committees to monitor the programme implementation. A percentage of the seeds produced by farmers will be returned to a village owned and administered seed-bank to re-introduce the traditional kinship access to seeds within the community.

7.3. Environmental impact

Tree planting has a positive impact on the environment by reducing deforestation, providing windbreaks for the crops, reducing wind and water erosion and contributes to soil conservation. The timely and sufficient availability of food reduces people's need to resort to environmentally harmful coping mechanisms, like cutting more trees to sell fire-wood and over-exploiting flora and fauna for food.

8. CONTRIBUTION GIVEN BY THE PROJECT IN ORDER TO:

8.1. Respond to immediate emergencies

Result 6[1]: Food is delivered to 7,500 households (farmers & vegetable growers) for 4 months to bridge the food-gap during the cultivation period.

Indicator: The target group does not eat the seeds intended for planting.

8.2. Prepare the ground for Rehabilitation

Result 1: Tools (1,400 pieces) are distributed to 350 labourers. Preservation and Rehabilitation in the field of soil and water conservation and project-related infrastructure are carried out through FFW for 4 months. 350 labourers dig

[1] The numbers associated to each result are originated by the strucutre of the Project's Logical Framework.

irrigation canal and prepare rice paddies and carry out other project related activities.

Indicators: Irrigation canals make it possible to grow vegetable all-year. Rice-paddies are ready for planting on time.

Result 2: Tools (61,210 pieces) are distributed to 7,000 households.
Indicator: The target- group has the means to cultivate.

Result 3: 6,000 farmers (men & women) have received 112 mt cereal seeds and 88 mt non-cereal seeds and are able to concentrate their energy on cultivation through provision of FFW for 4 months during cultivation.

Indicators: The target group is able to plant field crops. Participants receive FFW during cultivation. Family dependants, mainly children and elderly, do not participate in cultivation but benefit from food until the family harvest can provide them with food.

Result 4: 1,000 vegetable growers (mainly women) have received 5.5 mt mixed vegetable seeds.
Indicator: The target group has access to vegetables for consumption and for selling.

Result 5: 22,000 fast-growing fuel trees, mixed fruit and seedlings are distributed to 1,000 vegetable growers for land demarcation and windbreaks.
Indicator: 80% of the distributed seedlings are purposefully planted.

9. DESCRIPTION OF THE MAJOR ACTIVITIES AND ACHIEVEMENTS

The project[2] started late due to logistical, natural and security reasons. During implementation the area was extended to Debab in Western

[2] The project ended 28 February 2001. The final narrative report has not been finalised yet, hence the achievemnts mentioned below are taken out of interim report of November 2000. They are tentatively and still do miss detailed figures.

Kordofan because many IDPs from Mayom went to Debab due to security reasons and the initially planned access to Mayom in Unity State was not feasible during the wet season cultivation. In the Debab area the project ran according to schedule once the inputs arrived. 3,000 farmer households among IDPs (60%) and host communities (40%) were registered and received seeds, tools and 3 months ration of "food-for-agriculture" on a monthly basis. Unfortunately the rain distribution in this area was uneven and this negatively affected the planted crops.

Distribution of food to farmers in Bentiu and Rub-Kona finished in late 2000. Seeds and tools were distributed to 3,000 HHs in Rub-Kona province. DWHH/GAA used FFW for preparation of small irrigation schemes, opening of canals for water drainage and environmental sanitation.

Despite the late arrival of the rain, which unfortunately ended early, farmers made an effort to cultivate. Using the distributed seeds and tools, farmers were able to plant mainly along the rivers. Maize has always been cultivated in that way and it is anticipated that also cowpeas, groundnuts and other crops cultivated will contribute to the farmers' food security.

In dry season of November 2000, many gardens have been established, in particular in and around Bentiu & Rub-Kona. Vegetable growers were trained and are active. Rice has been planted in nurseries for transplanting to paddies in January 2001.

Shadoufs are being installed to bring water from the rivers to the fields for irrigation in the dry season. This ancient way of irrigation is more suitable to the area as material is available locally and can be manufactured and maintained by any industrious farmer. This will allow for dry season cultivation, which certainly increases food production and access to food.

A considerable number of beneficiaries (CAEWs) accomplished their training of trainers and acquired agricultural skills that will be passed on during

the coming agricultural seasons. The training included both males and females with an emphasis on females. A total of 236 CAEWs (39% males: 61% females) were trained.

School gardens have been established in October/November, including theoretical and practical training of secondary school children. Concentrating on students is anticipated to have a long-term effect, as today's youth are tomorrow farmers.

HANDICAP INTERNATIONAL IN BOSNIA AND HERZEGOVINA

By Philippe Villeval – In charge of a study on the implementation of rural Development projects in post crisis context

1. TITLE OF THE PROJECT AND DONOR

"Revival of rural economy by the increase of milk production in Una Sana-Canton".
This project, financed by Handicap International, follows four consecutive projects funded by ECHO-European Community Humanitarian Office.

2. COUNTRY AND REGION

Una Sana Canton, northwest of Bosnia Herzegovina.

3. PERIOD OF IMPLEMENTATION AND DURATION

The first proposal was presented to ECHO in April 1996. The project started in June 1996 and continued up to February 1998. Nowadays, we still support breeders.

4. NUMBER AND CHARACTERISTICS OF THE BENEFICIARY POPULATION

The project was firstly targeted to a private dairy and to public veterinary services. Six veterinary stations were rehabilitated and supported. Indirectly, recipients of the project were breeders in the canton, particularly those who sell their milk to a private dairy. This represents 600-700 breeders effectively

collected each month, and more than 1,300 breeders, who potentially sell their production to this dairy. In the south of the district, 30 breeders benefited from training on cheese transformation.

5. PROBLEMS ADDRESSED AND THEIR CAUSES

The social and economic collapse, following the war in Bosnia, entailed the disorganisation and the reduction of outlets for agricultural products.

With regard to rural Development, the main problems have been as follows.

5.1. The market

This was one of the most serious problems. Former communist governments had based agriculture on many small farms and this had obliged farmers to have a second job. They often depended on agro-food public industries to sell their productions. In 1996, industries were expecting governmental information on their future and in particular on their potential privatisation. Agricultural production became the only source of revenue for farmers, who had to be self-sufficient. State model was their only reference. Only few of them chose another production system, organising themselves to sell directly their services and productions.

5.2. The agricultural production

The quality and the productive characteristics of livestock and seeds were low and irregular. This did not allow good yields. In addition, farmers had no access to inputs, though private initiatives were developing.

5.3. The information

Because of the war, farmers had no access to organisational and technical information (through TV, radio, agricultural extension service etc.).

Consequently, sometimes farmers did not have sufficient technical know-how.

5.4. Lack of labour force and old mechanisation

Because of the lack of labour force, a part of arable land was not cultivated. This had happened already before the war, as many people worked in industries or settled abroad.

In addition, the soil quality and the small size of farms obstructed mechanisation. Often materials were old and not renewed.

6. SOLUTIONS FOUND

A three months study, carried out by Handicap International with ECHO funding in the region of Bihac, allowed identifying problems, potential partners and potential projects.

Four projects were envisaged:

- support to seeds production;
- technical training;
- agricultural support in new territory;
- support to animal production.

Considering the importance of animal production in the Bihac region and the potential partnership with a small private dairy, Handicap International decided to support animal production. In addition, the study indicated that milk production, in particular, was deeply disorganised, while in the areas of medium mountain, traditionally used for cattle breeding, these activities could

constitute a powerful lever to help local economy and through that encourage reconciliation and resettlement of refugees or IDPs. The project "Revival of rural economy by the increase of milk production in Una Sana-Canton" intended to create a massive and stable outlet for milk produced in the area by small private farmers.

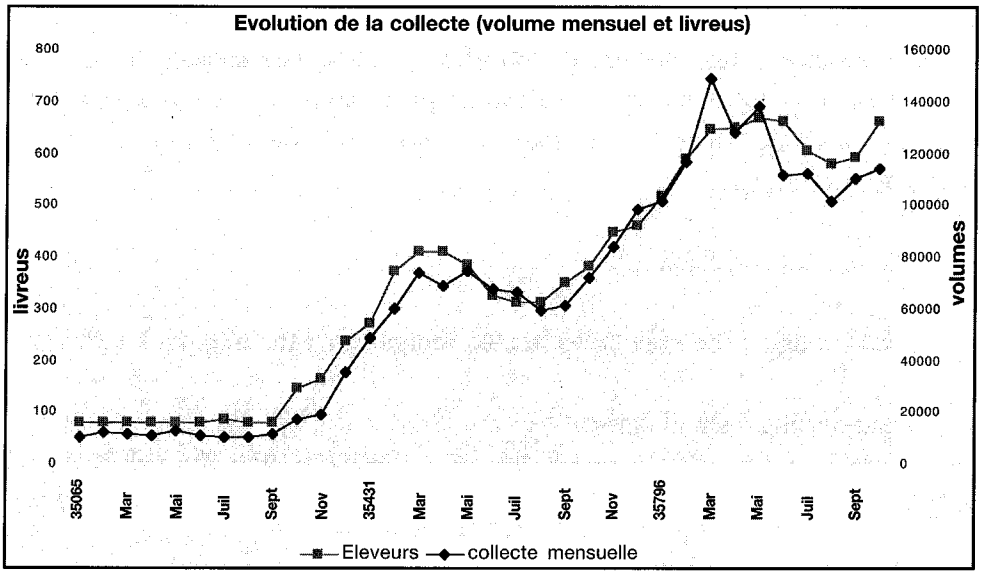
The project consisted in:

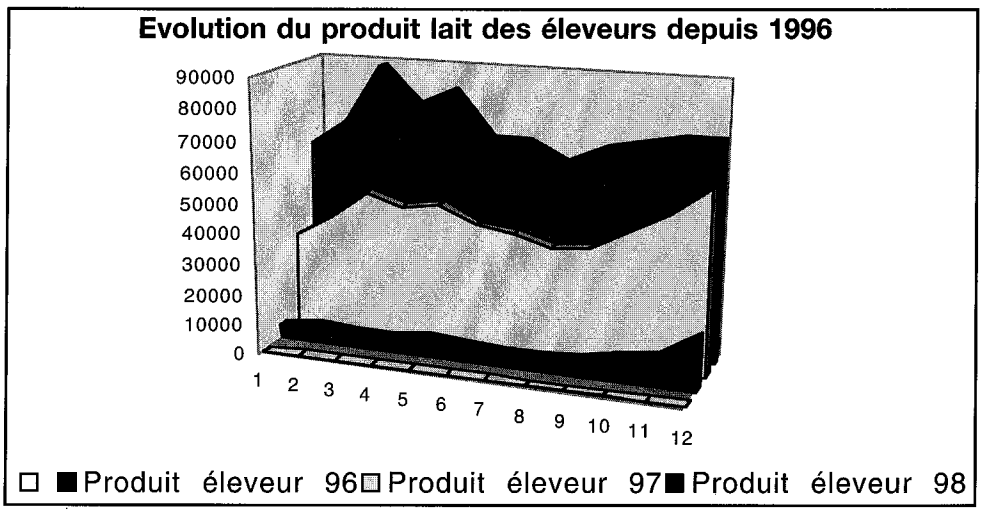
- encouraging the milk collection by reorganising the milk tank network;
- supporting a small dairy;
- ensuring good sanitary conditions for the restarting of milk production;
- training of small producers.

7. ESTIMATED IMPACT ON THE SHORT, MEDIUM AND LONG TERMS

An external evaluation on the impact of the project was carried out in 1999.

It is very difficult to appreciate the improvements in the sanitary context. The evaluation pointed out that the project supported veterinary surgeons, who were not always interested in the activities. Consequently, a laboratory, which was constructed during the project, is now under-used. The training of small producers did not reach the expected results. Out of 30 recipients, only one still produces cheese. This can be explained by the lack of interests by the producers and by the absence of regular field monitoring. The evaluation demonstrated that the project was very interesting for breeders. The number of producers, who sold their milk production to the dairy increased as well as their revenue, as shown in the figures below.





In 1996, the dairy bought about 10,000 litres of milk; in December 1998 more than 125,000 litres. However, in such a complex context, it is difficult to analyse the reasons of this increase. Nevertheless, it is clear that the support given by the project to the dairy constitutes one of the major explanations. It is very difficult to envisage the long-term impact of the project. On one hand, the dairy has strong

difficulties since some months now; on the other, the project contributed to the recent creation of producers' associations; this reinforces a long term dynamic.

8. CONTRIBUTION GIVEN BY THE PROJECT IN ORDER TO:

8.1. Respond to immediate emergencies

According to our analysis, the project was implemented in a Rehabilitation context, while other operators still carried out post emergency projects based on donations. We were not in a context of immediate emergency. We responded to the emergency through infrastructural Rehabilitation and material donations (tanks, animal medicines....).

8.2. Prepare the ground for Rehabilitation

The project is based on a strong partnership with a private dairy and with veterinary surgeons. This is very important, but not enough to guarantee the sustainability of the process supported.

Except for activities aimed at reinforcing the sanitary context, we supported profitable activities, with the goal of sustainability. In addition, the dairy reimbursed a relevant part of the financial support it benefited from. It constituted a fund, which was in the beginning co-managed by the dairy and by Handicap International, to finance activities for breeders (credits, training). Today, the breeders' association participates in the management of this fund. However, the dairy has now financial problems, and cannot finish its reimbursements.

9. DESCRIPTION OF THE MAJOR ACTIVITIES AND ACHIEVEMENTS

9.1. Encouraging milk collection by reorganising a milk tank network

Existing milk tanks were rehabilitated and new ones installed. Breeders now own the new tanks. Tanks are placed under the responsibility of one of

the breeders. Every two days a truck of the dairy collects it, after checking its quality. The dairy then pays breeders. The breeder in charge of the tank has a commission.

9.2. Supporting a small dairy

Handicap International proposed a financial support to the dairy. The estimated material support is of about 1.27 million FF. We signed a contract with the dairy in order to specify the counterpart. They have to collect regularly the area covered by milk tank network; to pay regularly the breeders on the basis of an encouraging price, depending on the milk quality; to reimburse 66% of the material support, partly in dairy products to a hospital and in cash for the rest.

9.3. Ensuring good sanitary conditions for the restarting of milk production.

In order to contribute to a good sanitary environment, the project aimed at rehabilitating animal health public services. It included the infrastructural Rehabilitation of a veterinary station, donations of materials and medicines to veterinary surgeons, and the construction of a laboratory for animal examination and autopsy. The project supported also identification and vaccination campaigns.

9.4. Training of producers

Thirty breeders received rapid training on small-scale cheese transformation and material kits.

Support to veterinary public services (the fourth project financed only salaries to finish quickly the project)

	Aide spécifique aux services vétérinaires				
	105F	**202B**	**121U**	**Total**	**%des aides directes**
Réhabilitatio Buzim	1.082.561			1.082.561	28%
Equip, aide au labo	94.436	91.144		185.580	5%
Médicaments	429.014	435.196		864.210	23%
Kits, matériels	124.355	165.525		289.880	8%
Identification prévention	39.100	129.580	111.606	280.286	7%
Véhicules	85.930	154.674	128.895	369.499	10%
Réhabilitation stations			652.234	652.234	17%
Séminaire			46.362	46.362	1%
Sous-traitance véto	27.500			27.500	1%
Autres			3.222	3.222	0%
Sous totale Vétos	**1.882.896**	**976.119**	**942.319**	**3.801.334**	**100%**

Support to dairy

Aides sur budget 105F:	
machines de production et consommables (yaourts en pots)	92.379DM
collecte (réparation de tanks)	14.000DM
collecte (achat de tanks)	23.800DM
	Total 1= 130.179DM
Aides sur budget 202b:	
citernes de stockage	9.000DM
machines de production (écrémeuse, eau glacée, cuve à fromage)	81.386DM
chambre froide	15.000DM
salle d'étuvage	5.250DM
camion de collecte	14.000DM
matériel d'analyse chimique	2.495DM
	Total 2= 127.131DM
Aides sur budget 12 lu:	
machines de production (presse pneumatique)	44.214DM
moules à fromage	7.900DM
installation eau chaude	10.000DM
	Total 3 = 62.114DM
Aide en matériels accordée à la laiterie MP	**319.424DM**

MOVIMIENTO POR LA PAZ, EL DESARME Y LA LIBERTAD (MPDL) IN KOSOVO

By Enrique Latorre, MPDL International Department, Responsible for Kosovo and Macedonia

1. TITLE OF THE PROJECT AND DONOR

"Emergency Rehabilitation and distribution of kits to the returnees in Kosovo".
ECHO-European Community Humanitarian Office.

2. COUNTRY AND REGION

Kosovo, Federal Republic of Yugoslavia.
Municipalities of Ferizaj and Kacanik.

3. PERIOD OF IMPLEMENTATION AND DURATION

1 July 1999 - 31 October 1999 - 4 months.

4. NUMBER AND CHARACTERISTICS OF THE BENEFICIARY POPULATION

Recipients of the project were returnees to Kosovo from third countries, mainly from Macedonia, IDPs and social cases. Ethnically, all of them are Albanians (only a small Roma community is remaining in Uroševac). The total number of beneficiaries was 4,385. Probably the previous figure will increase in the future, as some families still have members in third countries, who are now returning to Kosovo. For all the actors implementing Rehabilitation and reconstruction programmes in the field, the idea was that beneficiaries should be in charge of roof assembling. The organisations, MPDL included, supported and helped those who were unable to carry out the needed works.

5. PROBLEMS ADDRESSED AND THEIR CAUSES

During the implementation of the project, main difficulties arose in the delivery of wood materials (timbers mainly) from the local companies. The first problem occurred when a local company, in charge of providing MPDL with timbers, broke its contract. New contacts were made with other companies and negotiations started again; this caused a relevant delay. Negotiations were difficult because MPDL was looking for 5 meters timbers instead of the standard 4 m. (This 5 m. length is the one needed to repair provisional or fix roofs as these should be assembled with a minimum angle of 20% ≤).

Trucks jams at the border of Blace, between Macedonia and Kosovo, where trucks waited from 3 to 10 days to cross, also caused extra delays.

Other difficulties, in the first beginning, were related to the situation in the villages after the military intervention, with no communication services, difficulties to find warehouses, offices or transport in good conditions. Even finding skilled local personnel was difficult during the first weeks.

The absence of a detailed census of returnees was also a big problem. For MPDL, as for other agencies, it was extremely difficult to identify beneficiaries due to the lack of information regarding the origin of the people, official papers about property (most of them were destroyed), categorisation of the houses affected, etc.

6. SOLUTIONS FOUND

Because of the delay in the delivery of material, MPDL established contacts with companies outside Kosovo (mainly in Macedonia). In this way, MPDL avoided contracting local companies, which could not cover all the demands, causing a further delay. The new companies could deliver on time, always taking into account the normal one-week waiting period at the border.

Concerning the list of recipients, the MPDL team carried out a census with the help of the Municipal Housing Committee (MHC), formed by Local Authorities, in order to select the most vulnerable beneficiaries to be assisted by the project.

Communication difficulties were solved by using satellite and Spanish mobile phones.

7. ESTIMATED IMPACT ON THE SHORT, MEDIUM AND LONG TERMS

The necessary reconstruction in the Balkan area after the war, and especially in Kosovo, are well known. The ECHO funded project aimed at covering the most basic and urgent needs of the returnees in Kosovo, in terms of shelter, hygiene, clothes and household kits. The project started just after the peace agreement and was supported and recognised by all the actors in the area (UNHCR, OSCE, IOM, etc).

The impact of the project in a short term was given by:

- the provision of construction materials for an emergency Rehabilitation, in order to solve the shelter problem that returnees faced on the way back to Kosovo;
- the support in terms of improvement of hygienic conditions to the families and especially to babies. The lack of running water was minimised by the distribution of liquid cleaning products, in order to avoid the hygiene and health problems of the summer season;
- the distribution of clothes. Escaping from Kosovo, refugees only took a few belongings. When they returned, they found almost everything burnt or foraged.

The medium and long-term impact was ensured by:

- improvement of the living conditions;
- facilitating the return to normal life;
- use of future incomes for other issues (not shelter).

8. CONTRIBUTION GIVEN BY THE PROJECT IN ORDER TO:

8.1. Respond to immediate emergencies

The aim of the project was to cover immediate emergency needs, after the

peace agreement in Kosovo. The most urgent need - shelter - was tackled, avoiding the use of Collective Centres in the area, which, in a short term, is extremely detrimental for beneficiaries' mental health.

8.2. Prepare the ground for Rehabilitation

The Rehabilitation phase is being executed now and it is possible thanks to this kind of projects that prepared the area for this action. As a result of the emergency project survey, now NGOs in Kosovo have a detailed census about beneficiaries for Rehabilitation. This project solved the urgent need of shelter assistance and the action of reconstruction was faced with more time and information for a better achievement of objectives.

9. DESCRIPTION OF THE MAJOR ACTIVITIES AND ACHIEVEMENTS

MPDL started to work in the areas of Kaçanik and Uroševac (Ferisaj) in the beginning of July 1999. MPDL started its operations, following security advises of KFOR recommending NGOs to delay their interventions until the situation was clear enough. As soon as MPDL entered the area, with its expatriate staff, it opened two offices in the cities of Kaçanik and Ferisaj (Uroševac) and rented two warehouses. On those days, MPDL started contacting and dialoguing with UN agencies (UNHCR) and NGOs (CARE, OXFAM and SAVE THE CHILDREN) in order to co-ordinate activities and to share areas of intervention, not to duplicate identification and distribution.

Secondly, MPDL began with the identification of damaged houses, training of local staff and distribution of food donations from Spain. These interventions helped MPDL to identify vulnerable individuals and social cases. The villages agreed between MPDL and CARE for the intervention were: Kaçanik, Stagove, Runjeve, Krivenjeve, Xhurxhedell, Drenushe, Llanishte, Korbliq, Hani Elezit and Kaçanik i Vjeter in Kaçanik municipality. Villages in Uro˘s evac (Ferisaj) municipality: Ferisaj, Greme, Doganaj, Fshati i Vjeter, Bibaj, Sojeve and Tankosiq[1].

[1] All names in Albanian language, except Uroševac.

The identification process has been exhaustive since the very first beginning. The aim of this work has been to have a complete database that will facilitate the distribution and assemble of Rehabilitation materials. Despite the fact that interventions were going to be done on houses between level 2 and 4 of destruction (UNHCR´s categories), levels 1 and 5 houses were also included in the database.

The database includes the following information:

- regarding the family. Family name, current address, people living in the house (age and sex), income;
- regarding the house. Dimensions, state of the roof and walls, number of windows and doors, electricity and sanitation, plans, photographs, category and total area to be repaired.

MPDL has arranged the information in folders per village with statistics, plans, photos and all data. This information was used later on for the distribution of materials and the assembling of roofs.

In the beginning of August 1999, MPDL bought Rehabilitation materials from Macedonian and Kosovar companies and these materials started to be delivered in the warehouses.

9.1. Purchased materials

- *Locally. Rehabilitation materials*: reinforced plastic, plastic for windows, timbers (10/12 cm), timbers (14/16 cm), batons, fillets, board and small beans. *Tools*: 1,000 kits with nails (4 sizes), duct tape, claw hammers, saws, buckets, shovels, universal knives and ropes.
- *In Spain.* 1,000 kitchen sets (two saucepans, pan, knives, spoons, forks, glasses and plates), baby kits (vaseline, cotton pampers, plastic pants and soap) plastic and leather boots, clothes.

UNHCR and MPDL reached an agreement, according to which UNHCR would provide Rehabilitation kits to MPDL for the villages of Korbliq, Drenushe, Stagove, Xhurxhedell and Greme. A total amount of 208 kits were

distributed in these villages and later on some roofs were assembled to those families who were not able to do it by their own means.

The delays in wood deliveries forced MPDL to search for the support of other agencies and institutions, reaching agreements with CARE, through UNHCR, and with KFOR. Apart from the agreement mentioned above, MPDL received timbers from CARE as an advance and KFOR also provided with 2,440 timbers to complete the UNHCR kit that was distributed.

Another agreement between KFOR and MPDL permitted the Rehabilitation of houses in the village of Staro Selo (Fshati i Vjeter) with complete fix roofs (four in total).

This need for extra materials was not only due to the delays of part of the wood to arrive but also because the ECHO kit was not enough for roof Rehabilitation. The initial idea was to rehabilitate one room were the families with houses in levels 2, 3 and 4 of destruction could spend the winter. Nevertheless, in many cases it was impossible to provide the beneficiaries with one warm room if the roof was not repaired completely. This situation forced MPDL to look for any extra available material to fix as more roofs as possible, while maintaining the same number of beneficiaries. Spare wood materials in the field and the supplies of other organisations have been used for this purpose, complementing the ECHO kit.

Despite the initial agreements with CARE, concerning the sharing of the area, some situations were not clear enough and finally MPDL took care of the Rehabilitation of houses in the city of Uroševac. The identification of houses in this city has been the last one of all villages. The Rehabilitation of houses, burned since June and owned by Serb and Roma communities in Uroševac, is still not clear due to security problems. For most of the local personnel of the various organisations to work in these houses will create problems amongst their community. International staff will also have to take special security measures.

All non-food items arrived to MPDL warehouses in the month of September. Rehabilitation kits were delivered in September and October. Donations from KFOR (silicone, cement, lime, bricks, timber, electrical and

sanitation materials), AdS (*Acteurs de Solidarité*) (food items, baby food, clothes, shoes, didactical materials) and stoves from UNHCR/ECHO (415 in total) were also delivered in these last two months of the contract.

The International Organisation for Migration (IOM) began conversations with MPDL in order to implement an IOM programme with ex-UÇK combatants willing to reintegrate them to civil life. The goal was to have some extra assembling teams with these people once trained and to reinforce MPDL teams. This co-operation with IOM was stopped until the security conditions were clarified. While this negotiation was being held, one expatriate member of MPDL, who was working as volunteer, was interrogated in UÇK headquarters in Uroševac. This situation made us postpone this co-operation to a later date.

Implementation timetable

ECHO Kits

	July		August		September		October	
	1st half	2nd half	1st half	2nd half	1st half	2nd half	1st half	2nd half
Identification								
Deliveries								
Distribution								
Monitoring								
Assembling								

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humanitarian and development aid can play in implementing LRRD.

Concrete measures should be:

- more flexibility in the European Development Fund;
- a budget line for Rehabilitation;
- better coordination and policy coherence between Commission Services as well as clear hand-over strategies;
- set up concrete measures to fill the vacuum in the so called "grey zones" so that ECHO's exit strategies can be successfully implemented;
- integrate the LRRD concept into the Country Strategy papers and allocate a certain percentage of funds to Rehabilitation in risk countries;
- fully prepare EC delegations in terms of well-trained staff and resources;
- put measures in place to ensure participation and community involvement from an early point in the intervention process.

This year ECHO's annual partner meeting in November will include a workshop on the LRRD issue. It is an important step since NGOs continue to believe that ECHO is well placed to carry out Rehabilitation work because of its procedures, flexibility and presence during Relief operations. In contrast, EuropeAid's procedures are slower and often not suitable for the Rehabilitation phase.

VOICE and its members will continue to lobby and work to ensure that the link between Relief, Rehabilitation and Development enters mainstream practice through the creation of practical and financial measures in the EU institutions. Voice and CISP welcome all comments regarding the content of this document.

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LINKING
RELIEF TO REHABILITATION
AND
DEVELOPMENT

Ideas and Suggestions from European NGOs

Edited by:
Giovanna Brambilla, Giovanna Solari (CISP)
&
Olivia Lind Haldorsson (VOICE)

Rome, November 2001

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VOICE is an acronym for Voluntary Organisations in Cooperation in Emergencies. It is a network of non-governmental organisations (NGOs) throughout Europe that are active in the field of humanitarian aid, including emergency aid, rehabilitation, disaster preparedness and conflict prevention.
VOICE was created in 1992, with a Secretariat established in 1993.

VOICE's essential overriding mission is to foster links among Humanitarian Aid NGOs. VOICE also aims to facilitate contacts with the European Union and to develop collaboration with international humanitarian organisations.
To fulfil this mission, VOICE acts as a platform for consultation, where several humanitarian aid NGOs meet to exchange information, share experiences and discuss their interests.

VOICE accomplishes these aims through four types of services: developing information, devising instruments for consultation, giving political expression to the shared concerns of NGOs and developing the life of its network.

The Comitato Internazionale per lo Sviluppo dei Popoli (CISP) is a European non-governmental organisation (NGO) established in 1982 active in international co-operation. Its goals are mentioned in a Declaration of Intent where the following main priorities are stressed:

- basic rights: food security, combating poverty and exclusion, enhancing natural resources;
- the other fundamental rights of the individual and local communities: education, vocational training, health care and a healthy environment;
- support for peacemaking processes and overcoming complex emergencies.

Within the field of emergency and humanitarian aid, until now CISP has had the following priorities: global attention to refugee communities, returnees and displaced people, health services, disaster preparedness, reactivation and reconstruction after natural catastrophes or conflict.

CISP applies a Code of Conduct consistent with its strategic and methodological guidelines when formulating and implementing its humanitarian, rehabilitation or development co-operation projects. This enhances the work of the management group and all those who, in Europe and abroad, identify, implement and monitor the projects while in progress.

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