

# **Humanitarian relief versus Developmental effort**

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## **A- Introduction**

With the prevailing complex emergency that many developing countries are witnessing, it is significant to understand the different actors in wars and reconstruction, since players in the war arena when compared to those during the WWII, new actors are being discovered in the field, making the situation complicated and challenging to relief and development organization, especially in the context of post war reconstruction. With the new situation one wonders; what is the relationship between relief and development in post conflict reconstruction? Therefore, there is a need to highlight the vital relationship among relief and development, explaining barriers that face the integration of both from the literature perspective, questioning whether the literature was adequate when related to this field or not.

## **B- Who are the players in reconstruction?**

War has an imitative characteristic reality, simultaneously ideas and issues that evolve around peace and new wars are similar. "In the case of the North, liberal strategic complexes are assuming responsibility for securing peace on the borders of global governance" (Duffield 2001, 46). With the increasing complex emergencies around the world, there is an ultimate need to understand the actors in the arena and their networking and involvement and relationship with each others.

**Non- Governmental Organizations (NGOs)** have played a significant part in the development field, since the 70s. With their commitment to social transformation and with the emerging complexities arising in the world, their role has become complicated and given this situation two matters has to be highlighted; funding and networking. (Ibid., 53)

Concerning funding, the last 20-30 years have witnessed a growth of NGOs in number and strategic influence. South NGO's grew mainly in the 90s. It has been said that there are almost 29,000 international NGOs active in 30 countries, most of them originating from the North. The approximate amount of aid going to the South from the NGOs is exceeding that being spent by the UN agencies. "At \$10-20 billion, this represents about 13 per cent of all development assistance and least half of humanitarian aid." (Ibid., 53) This estimation doesn't include food aid. NGOs are growing in size, but their sizes differ. Interestingly, some NGOs are competing with the UN specialized agencies from the income perspective. In the middle of 1990s, it was said that only 20 American and European NGOs reported for 75% of all relief disbursements. During the 1980s, aid was mainly flowing from government to government as a normal trend. However, by the end of 1980s, NGOs were on the growth trend and aid was being channeled from donor government through NGOs on to the development and aid relief. With the growing role of intergovernmental organization, especially in unstable areas while playing the role of multilateral funding channel for NGOs, moving funding ahead of countries. The market of aid has been globalized while increasing in complexity with the expanding donors' role of UN and NGOs. NGOs have increased in scope, simultaneously with the UN agencies and military institutions expansion during the 1990s, formalizing the dealing with donor governments. In Africa and the Balkans, despite the UN humanitarian agencies growth, it failed in its operational capacity. Hence, a new relationship developed between the UN and NGOs in which the NGOs were the main implementer of the UN programs. In conflict areas the UN was the negotiating actor giving accessibility to NGOs to

implement its programmes. Consequently, the NGOs working in war zones have created a new relationship between the NGOs and military institutions. A new relationship was developed between donor governments and NGOs based on subcontracting and grew to become a comprehensive relationship, including project guidelines, monitoring and evaluation programs, target setting to be able to achieve a link between relief and development in war zones. (Ibid., 53, 55)

Concerning networking and sponsorship, the past twenty years witnessed a growth in the number of NGOs. To act effectively, they started clustering into proper networks and representative arrangements which helped NGOs' accessibility to both the local and international decision-making procedures. In addition, they established their international forum, having their own committees or other organizational linkages with other NGOs, like UNICEF's NGOs committee. Similarly, the World Bank has its own NGO for liaison. Currently, NGOs have a lot of networks and platforms to be able to cover related relief and development assistance. (Ibid., 55)

NGOs depend on their funding on the donor government and IGO; however, they are capable of controlling accessibility to local areas and information which gives the NGOs an edge on the formulation of policies. Thus, donor countries, realizing the NGOs' power, included them in their findings moving the donation from local government to local NGOs. As of the early 90s and NGOs' voice became strong enough to call for humanitarian relief and since the middle of the 90s they became part of donor move to endorsing conflict resolution as a major requirement for achieving development. (Ibid., 57)

**Military establishment** has become a major characteristic in peace conflict resolution. The new wars witnessed a shift from a traditional perspective as an affair related to the country to an urgent need of addressing conflict by creating a comprehensive network between civil society and military. In 1991, The Gulf war was regarded as a turning point in this regard. In

1995, there was military intervention interference to protect the Kurds and allow the delivering of relief assistance. Between 1988 and 1994, operations targeting the achievement of peace increased drastically and were requiring an interaction between military and civil actors, specifically aid agencies. Military in the context of new wars, is dealing with multiple parties whether civilian with UN agencies, or civilian as local of the countries or local NGOs. The existence of military in conflict situation is a must to ensure security and delivery of reconstruction to the country by other NGOs or agencies. The UN peacekeeping operations decreased from 70,000 during the 1994 to only 12,000 in 1998. This was due to the failure of the UN peacekeeping in countries, similar to Angola, Bosnia and Somalia. Consequently other military organization, such as NATO interfered to achieve better results, such as in the Balkans in 1995 attempts were taken to resolve the failure of the UN troops in the peacekeeping arrangements. The NATO allows military interference because it has more power and comprehensive security system that exceeds the UN organization. However, the NATO has a long term way to follow to be able to reach the required networking and partnerships to realize positive objectives. The UN reform programme realizing the drawback in the earlier system launched in 1995, under the UNHCR umbrella a manual to ease coordination between the agency and military, especially when related to relief. In other states, cooperation took place between the Red Cross and the military. With the increase of conflict in the world, Nordic countries encouraged NGOs to participate in peace building workshops. In Italy, schools were launched to train civilians in crisis. The US institute for peace conducts trainings that include both military, NGOs and civilians in conflict organization. However, networking between the military and aid agencies is challenging due to the contrasting nature of both. Employees working in aid consider military to be bureaucratic and unsuitable. On the other hand, military workers view aid employees as opposing to military, unorganized and don't follow a discipline. This difference is only a

reflection of the differentiation on the structural and institutional level of both parties. However, this difference between the suppleness of aid agencies and the strictness of military institutions might be essential. (Ibid., 57-60)

**Multinational companies** have become a growing factor in our current world, when they exist in war zones they exercise pressures on government as to provide internal security. Multinationals invest in privatized security; sometimes they pay a lot and lead to unscrupulous war taxes, such as paying off radicals. Consequently, Non Governmental Organizations such as Amnesty have exerted pressures on multinationals to adopt a code of conduct and respect human right laws, marking an era of pressure on multinationals. Consequently social responsibility as a terminology has been growing. Therefore, there are companies engaging in reconstruction and development projects. Since the 1990s a lot of companies increased their cooperation with international funding organization, like the World Bank and UN specialized agencies and NGOs. Companies with large capital investment involved with natural resources, or infrastructure such as British Petroleum, Mobil, Exxon, working in unstable countries, have their interest in reaching long term stability and peace. These companies start supporting social responsibility schemes, whether related to human rights, or endorsement of humanitarian assistance, or even partnership in resolving the conflict. States, NGOs and private companies have their interest in collaboration. As a result for the growing of multinational organization, private security companies grew as to protect the private institutions interests. (Ibid., 62-65)

With the growing effect of complex emergencies, **multilateral and regional organizations** have grown in their organizational structures and procedures. For example, now the United Nations has specialized agencies working independently. However, with complex emergencies, the UN agencies have been pressurized to coordinate and this became a UN priority agenda. Consequently, post the Gulf war in 1991, the UN Department of

Humanitarian Affairs was developed with the objective of achieving collaboration more efficiently, between relief and aid. The UN is still under a lot of pressure due to the increase of responsibilities and the problematic crisis that are increasing. While the UN is being pressured to achieve coordination, regional organizations, such as the EU are facing the same challenge and similarly have gone with a lot of reform with their organizations and reached new paths on their relationship dealing with NGOs and military institutions and states. (Ibid., 71)

Finally, the state role has been adapted with this new era of complex emergencies. Governments to be able to deal with the growing number of actors started changing by growing their aid functions despite the decrease of spending on aid. Despite the globalization role in the new war and complex emergencies reality is that Northern countries are major players in the conflict arena. With the growing role of players in the arena, it is obvious that coordination is the challenge that all actors would like to reach, achieving an efficient aid formula in complex emergencies. (Ibid., 72, 73)

### **C- The link between relief and development within the post conflict reconstruction frame**

According to Larry Minear and Thomas Weiss, humanitarian relief entails a wider meaning than what is agreed upon. It involves a long commitment to certain projects that supports individual's humanity and self-respect. Consequently, humanitarian assistance doesn't only address providing food and medication; however, it should provide restoration of countries' infrastructures and reforming psychologically those that were affected by the conflict, such as victims of rape. In other words, if helping the Afghan people to reconnect with their relatives, this would be in the heart of humanitarianism. According to the USAID (United States Agency for international Development), the use of "transition" is more

appropriate to post conflict and they explain it as the quick adjustment from relief actions towards restoration and achieving a sustained development. On the contrary, Mark Bradbury and Joanna Macrae believe that the USAID definition confuses the situation since there is a beginning and an end for the situation. In other words, there is no condition to decide on when a country becomes in a transitional period or not. “There is evidence from an increasing number of agencies and countries that the shift in aid programming from relief to development is occurring earlier and earlier.” (Smillie 1998, xix). As earlier mentioned the World Bank believes in the term reconstruction, since it is a multilayered concept that involves not only restoring of infrastructure and social and economic conditions, but it involves a longer period of transformation and move to its earlier state before the arise of conflict. What is required is restoration of facilitating factors for a nation to be capable of performing during peace. (Ibid., xviii, xix)

“Post-conflict development is something that defies the exact boundaries of traditional forms of assistance: it is neither sustainable development nor is it humanitarian response.” Mark Malloch Brown, Vice President, External Affairs, World Bank. (Conflict Prevention and Post-Conflict Reconstruction: Perspectives and Prospects, 1998, 5) According to the report released by the department of operations and evaluation (OED) in the World Bank, reconstruction must engage mutual efforts between agencies involved with development and agencies dealing with humanitarian relief aid. Post conflict, is a critical period that requires intermediary endorsement policies that reduces the gap among relief and development and assist in reaching collaborative and partnering procedures. To be able to succeed, community participation is a primary requirement. This can’t be achieved without a powerful local possession. Thus, development should focus its investment on the community since sustainability is questioned. According to OED report, to ensure community endorsement, expenditure on military should be minimized and reserves should be spent on fortifying social

organization and civil society. There should be a balanced equation between social services and military expenditure by fostering and tightening each correspondingly at a sufficient rate. To reach this, there is a need for a strong and legal state while building the country's capacities. There are complexities related with macroeconomic reform which requires special attention. Countries post conflicts are socially and politically fragile to implement reform procedures, such as structural adjustment. Consequently, if implemented without comprehensive studying, war reoccurrence is assured. Political and social factors need to be addressed with the economic factors, through the timing of restoration and rehabilitation otherwise; countries will remain in conflict and lessons from past experience needs to be put in consideration. (Conflict Prevention and Post-Conflict Reconstruction: Perspectives and Prospects 1998, 5, 6)

To understand the link between relief and development it is important to review the multilateral guide for need assessment in post conflict situations, prepared by UNDG, UNDP and the World Bank. PCNA (post conflict needs assessment) occurs from the beginning up to the transitional stage; in other words, from the beginning of violence to reaching peace. Often, it is headed by humanitarian evaluation initiatives which occurs during the crisis and is pursued by a developmental evaluation with long term vision. When a country is moving out of conflict, relief assessment, in many cases stays significant; however, with a longer vision in planning. In this phase the PCNA collaborates to endorse the instant post conflict revitalization stage. When a country reaches a certain level of stability, national development starts taking place, making sure that it is implemented by local team players. PCNA concentrate on short term evaluation periods, ranging from 1-2 years; however, its uses medium planning (2-5 years) to long planning (5-10 years) as a guide. This differs from relief assessment which is guided by short periods and is regarded as the basic for reaching eventually peace and development. However, the relief, development and post conflict

evaluations have to be associated with a continuous examination of conflict. (Practical guide to multilateral needs assessments in post conflict situations 2004, 4)

For a country to achieve thriving recovery post conflict, it needs to go through different phases till reaching sustained development. “This is not necessarily a linear process, and countries may suffer reversals.” (Ibid., 5) Out of practice and studies, there are three primary stages to reaching development: Stabilization phase (1years), during which security remains a challenge, political and economic frameworks are being restored, endorsement for the national capabilities, support for civil society and basic needs, restoring for infrastructure, addressing the humanitarian requirements, establishing dialogue and trust among past combatants and reestablishing the settlements of refugees. The second stage involves, transformation and institution building (1-3 years). This phase is characterized by reforming the country on the political and economical, judicial level, removal of arms, reintegration programs, restoring infrastructure and productive capacity, refugees support and social rehabilitation. The final stage, consolidation (3-5 years) is characterized by continuance of reform procedures, building the institution capabilities, rehabilitation on the social level, comprehensive and setting of policies. (Ibid., 6)

As of the 1990s, relief and development are not exclusive and not self sufficient entities. Therefore, the linkage between them is not avoided and is a must to ensure sustainability for restoration. Therefore, in 1994, the USAID launched OTI (Office of Transition Initiatives) as an instrument for quick evaluation and reaction to temporary economic and political requirements needed during the recuperation stage of a crisis. In addition, the UNDP launched, in 1995 a division to respond to crisis. Consequently, the UNDP put aside 5 % of its income for projects targeting the bridging among relief and development. Oxfam supposes that in order to achieve an acceptable conflict deterrence policy or a development plan, targeting should address both short and long period requirements. In other words, the micro

and macro phases should be addressed along the strategic requirements from the start. (Smillie 1998, xxvi, xxvii)

To achieve humanitarian needs from a developmental approach requires two settings in the frame of analysis. Firstly, the least requirement is humanitarian assistance and it should not weaken development. In other words, it is recommended to interfere at the earliest stage when conflict arises. To be able to achieve this, assistance should be directed to states, to endorse and make its macro economy stable. “Where an international relief operation is needed, it should be planned to incorporate the basic principles normally applied to development projects. This is easily stated, but difficult to achieve.” (Buchanan, Smith and Maxwell 1994, 6)

6) When there is a need to mobilize big amounts of emergency assistance and to deliver them rapidly to far areas, mainly this act results in overlooking planning and execution without considering the approach being used. It is significant to incorporate relief admin in the state procedures. The local state should be accountable and able of acting upon any emerging crisis. Ideally governments should be capable of handling relief at start, since they should have acquired certain training, and have finances that covers occurring crisis. Government should be capable to depend on its ministries in abrupt crisis situation. This should be the situation especially with natural disasters, since government should have the ability of acting quickly. However, when powerful, local states are absent, NGOs end up by providing humanitarian assistance. In many cases NGOs work with local entities with the intention of enforcing the local beneficiary when relief agents leave. Secondly, to ensure that relief leads eventually to development. Funding expenditure can be used as funding used for investment. For example, when food is used for humanitarian assistant, it should be used as a wage for paying labor for a job done for development purposes and not to distribute it free of charge. Consequently, instead of getting food freely, locals are hired to build the infrastructure and get food as payment for their work. Their work can be compensated in food supplies or

equated to cash by selling food to individuals and using the money to endorse public services. (Ibid., 6, 7)

Concerning rehabilitation which is another characteristic related to the link between relief and development. Rehabilitation requirements are great, specifically in crisis related to combats. Locals, whose lives have been endangered by war, have requirements that are mainly just noticeable compared to individuals who live in complete poverty or enduring crisis. Consequently, there are common characteristics among the interference and it is regularly the situation where NGOs and other agencies engage at the same time in assistance, rehabilitation and development actions. A distinction can be in the terms given by aid. Therefore, to achieve thriving rehabilitation activities, there is a need to incorporate development values in the relief programs. For example, to include locals' beneficiary in decisions and programs taking, bearing in mind their requirements and their wants. (Ibid., 7, 8)

It is worth mentioning that there are many factors that need to be considered when linking relief to development. The categorization of any country should be considered, differentiating between "simple, intermediate, complex and dualistic economies." (9) In other words, to be clear about the situation of the food, the liberalization degree, how countries are committed to reducing poverty, the capability of a country and its political situation. This is why the degree of interference that links both humanitarian needs and development differs from one state to the other, and from one district to another and generalization is wrong. If a country's capability is not strong and its dedication to reducing poverty is weak, NGOs will be mainly the one setting procedures for activities when it deals with the link between relief and development. Every circumstance will entail what needs to be done and is depended of the kind of crisis the country is facing. Crisis could be extensive, long lasting or eternal. The course of this study focuses on the "complex political emergencies" (Ibid., 10) which is related to civil wars, such as in South Sudan, Liberia, Ethiopia, Rwanda etc. In this type of

emergency relief and ensuring basic needs are met and lives saved is the main trigger and takes precedence in expenditure in the link between relief and development.(Ibid., 9-10)

Another factor that is associated with the link between relief and development is related to foundations, policies and planning procedures. Nowadays in the aid field there are many conditionality related to politics, such as good governance, human rights which strengthens the sharp difference among humanitarian and development aid support. As a result, there are few prospects in the link among relief and development in states, similar to Sudan since aid had been drastically minimized since Sudan doesn't fulfill the political requirements for development assistance and makes it only eligible to relief aid. As a final note "relief aid is easy money, development aid is not: this reinforces the tendency to dress up interventions as being pure relief, rather than dressing them down as appropriate to longer term development as well." (Ibid., 11). Thus, money that is targeted for reconstruction and rehabilitation is difficult although it might be necessary as a transitional path from humanitarian aid to achieving sustainable development. Despite donors' efforts to work on bridging the gap between relief and development, coordination between agencies remains a challenge. When attempts are done to make the linkage among relief and development, trade-offs takes place since there a selection to be made. This could raise the political clashes between funding agencies and inside the country. (Ibid., 10-11)

#### **D- Why we need to integrate relief and development?**

The link between relief and development is of extreme importance. There have been growing debates. There was a belief that humanitarian assistance is separate from the development work. Donor organizations launched different agencies to implement long term development needs, such as health, education, etc and they set up other organization to handle short term action oriented activities during disasters whether natural or due to conflict.

Consequently, each of the relief and development workers ended up creating their own system and discipline of actions. However, with time there was growing realization that development works have an influence on state's tendency for calamity and relief work has an impact on the development of any country. Given the continuous reality of the relationship between development and relief, the debate always evolve on how to close the gap between them and achieve a comprehensive relationship. (Sollis 1994, 451, 452)

A distinction can be made between relief and development by institutions that give humanitarian aid and institutions that concentrate on long term development and capacity building. These organizations are diverse when related to precedence, know-how and society building. When institutions are engaged in humanitarian aid they are structurally under pressure when it is related to time and give little consideration to the extended development plans. Also, the heredity reasons that lead to conflict are less concerning. In many conditions agencies are challenged and try to remain neutral to ensure accessibility to those affected by war. These agencies are not ready to deal with long developmental planning projects. Humanitarians aid agencies priorities are to provide basic needs of water, food, shelter and health. The experience of humanitarian agencies is centered on technical, medical, logistical and organizational skills. As its blind spots, address long term influence of relief on future state programs and legality. The risks of humanitarian agencies revolve around undermining the build up of state actions and the building of organization. An example for emergency relief agency is Medecins sans Frontieres. As for development approaches, it is a reality that when planning development projects for a normal country it is difficult, so what would be the situation if it plans long term development for a country facing civil war. The developmental organizations priorities are creating structures which endorse long growth that aims to achieve sustainability and stability on the social level. Their experiences are building economical, technical, agricultural organizations. The development organization blind spots are security to

its activities and the high possibility of aid in increasing conflict. Finally, the risk they encounter is the creation of competed resources in potential wars. (Junne and Verkoren 2005, 3-6)

However, with the Complex emergencies became significant with the increase of violence in Africa in the late 80s and became more eminent with the escalations of violence the Gulf War. The United Nations explanation of complex emergencies is a series humanitarian situation of special nature that needs a whole system response. This situation requires a long term commitment on the political, crisis and peacekeeping levels. Complex emergencies are political in essence, resulting as a consequence to inequality on the social economic level accompanied by marginalization. Different to natural disasters complex emergencies can destroy cultures, politics, civil society and economic stabilization in a country. Even humanitarian aid end up by being caught in the violence scene between competing actors. Consequently, they are different than natural disasters and need to be reviewed in action differently. (Duffield 1994, 4) The growing effects of complex emergencies is damaging development efforts, slowing up progress and generating problems that hinder the path to development achievement. Therefore, the international aid is impacted by the existence of war crisis because project gets created; it either tackles population problems, enforcing the locals' capabilities or results in increasing the conflict due to resources transferred directly or indirectly to certain groups under the peace umbrella. To achieve an effective trusted development, it is eminent understanding the liaison among complex emergencies and development of human beings, to be able of reducing conflict reoccurrence. (Borland 2004, 192-193).

By the ending of the Cold War and falling of communism, there were new waves of frustration, ethnic dissatisfactions that coincided with the reduction of aid from the West. A lot of countries of the third world got trapped in civil wars and the new term of "conflict"

(Smillie 1998, xx) was created. The 1980s and the 1990s witnessed conflict in the half of the countries of the third world. By the 1996, 20 million individuals were relocated with 50% from Africa with 15 million dislocated individuals. A lot of generation grew in war the atmosphere. At the same time when countries witnessed conflict resolution, the trust in the state was low with unstable social amalgamation. Unemployment was very high among the young, families were torn apart, and violence was not disappearing, creating high insecurity living conditions. Therefore, it is significant to integrate relief and development for multiple rationales. First, there is a growing belief that aid for development caused and increased violence. During the Cold War, aid was used as a tool to maintain corrupted governments in different countries in Africa, Asia and Latin America. In certain circumstance, aid put with conditions being enforced on countries, was the reason for change that occurred without stability. Consequently, the control of the law and meeting the primary basic need of the people were unattained. Second, there was a recognition by the agencies involved with relief that occurrence of peace was depended on a long term assistance on behave of the agencies. The irregular and extended reality of existing conflicts resulted in refugees and dislocated individuals' maintained the insecure and uncertain lives they lived. Effective reintegration then becomes synonymous with "sustainable: return which, according to UNHCR "implies a situation where- ideally- returnees' physical and material security are assured, and where a constructive relationship between returnees, civil society and the state is consolidated." (Ibid., xxi). Third, many of the development agencies have witnessed a disappearance of their effort due to the crisis reoccurrence. In other words by 1998, there was little evidence that the number of wars decreased or number of dislocated people was reduced when compared to the past four years. The reality was an increase which resulted in exceeding the number when compared to 20 years ago despite the tremendous amounts of money spent on reconstruction. Finally, "declining budgets no longer permit development agencies that once avoided

emergency situations to ignore the lost opportunity, the damage to their past investments, or the implications for their future role, should peace return”. (Ibid., xxi-xxii) In 1985, the World Bank was not active in countries, such as Lebanon, Angola, and Cambodia; however, 10 years later, these countries had serious plans involving projects. The intended programmes need to account for the importance of reconstruction and peace building, so the crisis wouldn't reoccur, having a sustainable development combined with peace. In a country where a post conflict situation occurs, there is no real evidence that there is a link between relief and development. According to Macrae and Bradbury the terminology “post conflict” is confusing because it means termination of violence, not highlighting that some part of a country could be stable and other might not be. At the same time there are tendencies to undervalue major issues, such as eradicated poverty, or undemocratic rule. In other words, issues that ensure sustainability of peace. Therefore, there is a serious need for agencies to understand and bear in mind the link between relief and development. (Ibid., xx-xxii)

As earlier discussed, the concept to link relief and development is not new, it can be traced back to the 1970s and 1980s during the famine that was attacking Africa and how the international world responded. The famine was regarded as a natural disaster. The approach that was followed was to give humanitarian assistance to assist locals' capabilities to avoid and control future crisis. Therefore, the thinking was that relief should be a component of a comprehensive developmental reaction. Therefore, towards the end of 1991, when the United Nations Department of Humanitarian Affairs was established, it was intended to manage the continuous link between relief and development. Debates between the UN and donor governments in the early 90s increased on issues related to conflict, humanitarian response and development. For instance, there were growing anxieties and debates in the UN system since the UNDP spending was dramatically on the increase in relation to humanitarian aid, shaking the UNDP position as the leader for development among other

organizations. The debate tackled the core of the used framework and how it is being applied. In other words, in crisis situations whose local capabilities are being reinforced and for what reason in the reality of the new wars? (Duffield 2001, 99-100)

The Developmentalism approach adopted the concept of “relief to development continuum or the linking of relief and development in conflict situation” (Ibid., 98-99) which strategically gives more coherence to projects and evolved as an idea since the middle of the 1990s. Since the 1990s workshops, symposiums, meetings, issuing reports, recommendations and consultancies about the topic were active. However, the challenge of the link between relief and development evolved around time and sequence of events. Relief projects have to be based on short period and should endorse or match the rehabilitation activities. In other words, relief activities should belong to a wide holistic plan that supports the continuation of development projects as early as possible, despite the existence of conflict. Linking relief to development is indispensable of linking relief to security. “Strategic actors usually locate the causes of conflict within the modalities and malaise of underdevelopment”. (Ibid., 99) This new debate assist people to move towards rehabilitation and development and push for security and stability. To reach this difficult link, there is a need to a more comprehensive approach , that ensure stricter system for reporting, following guidelines, information sharing, monitoring and evaluation and networking between IGO, NGOs, and donor governments. (Ibid., 98-99)

### **E- Barriers to the integration of relief and development**

There are exciting factors that hinder the integration between relief and development that is highlighted in the “cultures of development” concept (Conflict Prevention and Post-Conflict Reconstruction: Perspectives and Prospects 1998, 14) and the specialization of the relief and development agencies mandates. In other words, many of the reconstruction efforts

can be confronted by agencies where their mandates depend on long term commitment. For instance, the UNICEF as a specialized agency in its mandate doesn't have any clause to support the crisis inflicted by man, such as internal conflicts. Therefore, the transitional period from relief to achieving peace and development is not provided in crisis treatment. On the other hand, the United Kingdom (DIFD) department for international Development has witnessed a change in stressing the importance of preventing conflict, more than providing humanitarian aid. The DIFD expanded its activities towards prevention initiatives to include new areas, such as removing land mines, changing military assets, reducing undersized arms, as well as being involved in analyzing war by conducting an impact evaluation. The United Nations Food and Agricultural program is an organization that had been concerned with control of famine and technical endorsement, being major actor in the field. It lastly launched an emergency section to endorse critical demands, increasing to the operational act of the organization and adding a coordinator one to it. This is similar to the International Committee of the Red Cross which was lately involved in complex emergencies. It moved from its operational role, to providing certain workshops for police confrontation for crisis. The reality is that many key donors failed to close the break among relief and development, providing an area for reconstruction provision in the humanitarian context as to lead to sustainable long development. If donors will not be aware of the beginning phases of a conflict, the humanitarian agencies will end up being accountable for all assistance during the transitional period. Despite the UNHCR role as an active humanitarian agency in the field, there should be more linkage allowing other development agencies to interfere early and be major participants in the post war phase. (Ibid., 14-17)

Another barrier evolves around the debate on dependency of aid. The known argument about relief is that it is basically to provide individuals with aid and development supporters are against giving handouts freely. The relief and development debate is an ongoing argument

that creates tensions among different supporters of each in a single institution. Supporters of development believe that humanitarian assistance have to be evaded because they believe that the way relief is delivered disturb commitment to long term initiatives in development. On the other hand, supporters of relief believe that development is sluggish and tired and need to be shacked to achieve dynamic and quick results as humanitarian actions do. This debate always occurs when related to dependency and in many organizations involved with relief and particularly development, similar to Oxfam. (Harvey and Lind 2005, 14)

Another challenge evolves around the nature of humanitarian thinking. According to UNHCR staff member “we’re CNNish. We respond; we don’t do long term strategic planning.” (Hoffman and Weiss 2006, 197) The results can’t be denied. When there is no proper preparation, consequences in influencing results and the capability of learning from experience. Unfortunately, in the past 20 years relief agents act more with “single-mindedness and problem solving orientation of a firefighter than with the cunning calculations of an experienced military strategist in war zones”. (Ibid., 197) Although in the crisis situations there is a need to have as much assets to help in the preparation and training when plans are put in actions. Little research is taken by relief agencies, and they end up rushing from crisis to crisis fearing to loose their funding sources. Therefore, they are in many incidents rushing in meeting emergencies budget needs because the lasting of crisis in many cases is not long. Little donors or funding institutions give sources for the understanding and becoming accustomed to crisis. Research is not regarded as a priority; for example, Sodaki Ogata, an academician prior to becoming an UNHCR employee, created an undersized research section, for keeping records and research conducted, publishing four reports every two years called “the state of the World’s refugees”. This unit and its documentation were taken apart by her follower. Research, monitoring and evaluation are regarded as deluxe items not necessary and funding rarely is given to them seen as the least priority. This is the culture that governs most

relief agencies. Regrettably, this reality make relief linked to development difficult. (Ibid., 197, 198)

Another barrier that challenges the integration and collaboration between relief and development is the coordination pattern. According to Kofi Anann, Security Council meeting on civilian aspects of conflict management and peace building on the 22 of September 2004, “We need to make sure that our efforts are well integrated, since the various elements of peacebuilding are interdependent, and failure in one sector can mean failure in the rest.” (Cutillo 2006, 19) He also, said in ECOSOC in 1997, “The most important challenge facing humanitarian community remains the provision of coherent, effective, and timely assistance to those in needs. Improved coordination among and between national bodies, the United Nations and the international community is essential to serve those in need.” (Barakat 2005, 89) Although coordination is taking a lot of attention of many academicians and practioners, there a lot of illustrations and failures in aid coordination and there are organizations that decline to be coordinated or to be concerned in coordination actions. According to a senior official in an NGO, he believes that there will be no benefit from coordinating and the meetings spent is a lost of time end up by benefiting other NGOs. According to a senior UN member, who worked in Afghanistan, describing coordination efforts in Afghanistan by being hard as “herding cats” (Ibid., 89). There are many actors that need to be coordinated in complex emergencies and not coordinating with various numbers of players in the field, results in increasing the cost and money that should be reduced when coordinating. However, donors are concerned with satisfying their personal communities and serving their nationwide interests. (Ibid., 89)

Coordination remains a major obstacle to integrating relief and development. Matters related to peace building in the United Nations scheme is based on the notion of “integrated mission”. This concept was used in Kosovo in 1999, responding to odd situation of the presence of

NATO and UN operation in the same field. Despite the effectiveness of the notion since of its priorities is ensuring incorporation between relief and development in all the United Nations procedures, since the early stages of involvement. Nevertheless, after five years, the definition of “integrated mission” has been lost and debates still resolve about it. This has been reinforced by lack of accountability on members and debates on whom in the UN system should be responsible in post conflict situation. (Cutillo 2006, 19-21). In addition the report of Alberto Cutillo, the International Assistance to Countries Emerging from Conflict: A review of fifteen years of intervention and peace building reveals that the missions are almost ambiguous and inconstant on their activities and budgets. Cooperation between ECOSOC and Security Council should be the norm, but reality revealed that it has been ineffective. Another challenge is coordination of different actors implicated in the process. There is rivalry among UN secretariat and UN agencies about funds and donors. This leads to failure of strategic coordination which entails recommendation and minimal duplication. In addition, bilateral country donors, the World Bank and IMF involvement complicates the matter of coordination, since every one has his own mandates guidelines and agenda. The paper tackles the problem and absence of a complete financial method when addressing supporting countries after the conflict. All the above explains and clarifies how integration between relief and development is not easy and is challenging.

## **F- Conclusion**

Chapter 2 and Chapter 3 gave a highlight how the literature approached the relationship between relief and development. It was clear that the developing country are witnessing appertaining complex emergency that involves multiples players in the conflict and relief and development arena. This is creating a complicating problematic situation, making the field more challenging as compared to the 20<sup>th</sup> century. It was clear that there is no agreed model

that international or local agencies, NGOs, INGOs, or governments follow when related to the relationship between relief and development. The thinking evolved from developmentalism approach that assumes a continuum relationship between relief and development to a transitional approach that assumes that relief will subsequently lead to development. Compared to other development field, the relief development relationship needs more investigation and studying, qualitative and quantitative researches were limited in this era. There have been initiatives by many organization, such as the World Bank, UNDP in this field, but the question remains how many are really taking place in the practical real life and how objective are these studies. Till our days there is no single successful case that portrays the link between relief and development in complex emergency situation, failure took place in Kosovo, Burundi, Iraq, Afghanistan, Somalia, etc. The literature succeed in exploring and explaining the current situation and evolving reality of identify conflict, but failed to address them from a long term approach that involves beneficiaries and ensure independence and sustainability. There is desperate need for and agreed model that explains thoroughly how relief can ultimately lead to long term development. In other words, to approach humanitarian assistance from the development perspectives rather from the Quick fix it perspective. In addition, relief agencies along development agencies need to be committed and convinced with the model with entails very high degree of collaboration and coordination.

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