

Swiss Red Cross

Sharing Experiences in International Cooperation  
Case Study

## Implementing the Linking Relief, Rehabilitation and Development (LRRD) approach in the post-earthquake rehabilitation project in Gujarat, India



Enhancement of women's skills in construction



Training session at a community learning centre



Improved income generation through embroidery



Housing reconstruction

Swiss Red Cross



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# 1. Introduction

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This case study illustrates a successful example of the implementation of the Linking Relief, Rehabilitation and Development (LRRD) approach, showing its relevance both to staff within the Swiss Red Cross (SRC) and other interested parties. It is based on the review of project documents and intense discussion with the stakeholders involved in the project at various stages.

After an overview of the LRRD approach, the case study illustrates the context of the earth-quake, as well as the SRC response to it. It then introduces the SRC's Indian partner organisation, the Self-employed Women's Association (SEWA), and analyses their response in the LRRD framework. The analytical part of the case study discusses elements of the implementation of the LRRD approach in the project, as well as related key aspects and conclusions.

## 2. The LRRD approach

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Until a few decades ago, disasters were looked upon as singular events unrelated to development processes. Relief agencies and governments responded to these without taking into account the social, economic and political causes and implications of such events. Gradually more emphasis was given to preparedness measures, such as maintaining stocks of relief goods and the development of preparedness plans. This «contingency planning» approach improved the efficiency of relief agencies but left much to be desired in terms of appropriateness and effectiveness of relief.

From 1960 to 1990, human and material losses from disaster events increased exponentially, though there was no clear evidence that the frequency of extreme hazard events had increased.<sup>1</sup> This indicates that the rise of losses due to disasters was related to the vulnerability of people. The level of vulnerability is determined by people's livelihoods and their access to assets and to networks/institutions of social protection. Underlying these factors are the power relations in a given society. Thus, disaster risk was seen as a determinant of development, influenced by the physical, socio-economic, institutional and political forces in each context. This led to the understanding that no development plan is complete unless determinants of disaster risk are addressed, which in effect implied that ultimately development and disaster management had the same objective, i.e. reducing socio-economic vulnerability. Therefore the concept of a linear sequence from relief to rehabilitation to development (continuum) was discredited in the early 1990s.

The origin of the LRRD approach lies in this paradigmatic shift. The new paradigm was based on the understanding that relief, rehabilitation and development do not chronologically succeed each other but may be simultaneous and are in any case strongly interlinked. The term LRRD was introduced in a report published by the European Commission in 1996. The main point of this report is simple, sensible and still valid: disasters are costly in both human life and resources and they disrupt economic and social development. Separate bureaucratic structures and disaster relief procedures do not systematically take into account long-term development issues. At the same time, development policy does not focus enough on preparedness for natural disasters and conflicts. The report states that if relief and development are appropriately linked, these deficiencies can be reduced. Better development can reduce the need for emergency relief, better relief can contribute to development, and better rehabilitation can ease the

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<sup>1</sup> S. Yodmani, Disaster Risk Management and Vulnerability Reduction: Protecting the Poor, paper presented at the Asia and Pacific Forum on Poverty organised by the Asian Development Bank, Manila; Asian Development Bank, 2011, available at: [www.adb.org/poverty/forum/pdf/Yodmani.pdf](http://www.adb.org/poverty/forum/pdf/Yodmani.pdf).

transition between the two. LRRD thus entails the idea that both humanitarian relief and development assistance should be structured in ways that reduce the need for humanitarian aid and promote development objectives before, during and after emergencies. It considers acute needs as part of the entire life situation of those affected, it looks for long-term solutions as well as responding to immediate and acute needs, and it builds on survivors' capacities and on local institutions, setting sustainable standards for services and encouraging participation and accountability.

Understanding how humanitarian emergencies relate to underdevelopment and development processes is central to the LRRD debate. More than half of disaster deaths occur in low human development countries, even though only 11% of people exposed to hazards live there, and these countries suffer far greater economic losses relative to their gross national product than richer countries. Capacity to reduce risk is also much weaker in poorer countries. The link to underdevelopment is clear. The point is rather succinctly highlighted by Randolph Kent: «In the future, we will need a humanitarian paradigm shift that understands disasters and emergencies not as unfortunate occurrences that take place at the margins of human existence, but as reflections of the ways that human beings live their normal lives, and hence the ways that they structure their societies and allocate their resources».<sup>2</sup>

The implementation of the LRRD approach requires adherence to the following criteria:<sup>3</sup>

- long-term development efforts also need to take into account and contribute to disaster prevention/risk reduction;
- rehabilitation aims at achieving qualitative and sustainable improvements in the living conditions of those affected, rather than just restoring the status quo ante (building back better);
- the implementation of relief, rehabilitation and development are not divided among different players but are the work of the same player or achieved through coordination and cooperation with other organisations;
- the participation of affected communities/groups is secured already in the planning phase;
- self help structures and capabilities are integrated, strengthened and developed in relief measures;
- support for affected communities is not offered as isolated measures (e.g. reconstruction of housing) but as integrated projects aimed at improving living conditions (e.g. reconstruction of housing, coupled with livelihood support and health promotion).

A necessary condition for designing and operationalising programmes and projects meeting the LRRD criteria is a comprehensive analysis of the context-related risks and the vulnerabilities and capacities of the affected population. The Vulnerability and Capacity Assessment (VCA) promoted by the International Federation of Red Cross and Red Crescent Societies entails collecting, analysing and systematising information on a given community's vulnerability to hazards in a structured and meaningful way. This information is then used to diagnose the key risks and existing capacities of the community, ultimately leading to activities aimed at reducing people's vulnerability to potential disasters and increasing their capacity to survive them and resume their lives.

Vulnerabilities are defined by long-term factors and conditions adversely affecting the ability of the community or society to respond, to cope with or to recover easily from the damaging effects of the occurrence of disasters. These factors precede the disaster event, contribute to its severity and may continue to exist even after. A widely accepted definition of vulnerability is: «the characteristics and circumstances of a community, system or asset that make it susceptible to the damaging effects of a hazard».<sup>4</sup> The

<sup>2</sup> R. Kent, «Humanitarian Futures: Practical policy perspectives», HPN Network Paper 46, Overseas Development Institute, London, April 2004.

<sup>3</sup> Verband Entwicklungspolitik Deutscher Nichtregierungsorganisationen (VENRO) (2006). «Linking relief, rehabilitation and development. Approaches and financing instruments to improve the transition between relief, rehabilitation and development cooperation», Venro-Working Paper No. 17, Venro, Bonn, February 2006.

<sup>4</sup> 2009 UNISDR Terminology on Disaster Risk Reduction, United Nations International Strategy for Disaster Reduction, 2009.



value of a vulnerability framework is that it encourages a longer term perspective than is usually associated with humanitarian assistance. It goes beyond the snapshot of a needs assessment that estimates numbers in need of assistance and the amount of relief required, to understand how people have become vulnerable through processes and institutions of long-term political, social and economic marginalisation and discrimination (locally, nationally and globally) which eventually determine the distribution of safety and vulnerability in society.

Vulnerability analysis, because it demands an understanding of trends, has the predictive ability to anticipate a disaster or to identify particular groups that will be most vulnerable to particular threats. An approach that emphasises vulnerability also has direct implications for development work. Reducing vulnerability to hazards, shocks and the impact of violent conflict is usually long-term work to do with building assets, fostering social inclusion and asserting rights. It is intimately linked to poverty reduction, as poor people are usually the most vulnerable to both natural hazards and to the impact of violent conflict.

Capacities are defined by the strengths, attributes and resources that exist among the people and their community and that are used to mitigate, prepare for and cope with the damaging effects of hazards or to recover from a disaster. As a first reaction to disasters it is the people themselves who take the necessary steps for survival, sometimes long before aid agencies arrive. The presence of a strong community organisation or an elaborate family support system may allow them to cope with the disaster. It is important to build on these capacities and support these, as they are the point of departure for development disaster response.

### 3. The Gujarat earthquake and the SRC response

The Gujarat earthquake on 26 January 2001 measured 7.9 on the Richter scale and had its epicentre 20 kilometres north-east of Bhuj. It was one of the worst to have occurred in the country during the last 180 years, killing 17,700 people, injuring 300,000 and badly damaging or destroying over a million homes. Out of the 21 affected districts, those most affected were Kutch, Patan, Surendranagar, Jamnagar and Rajkot. The response to the tragedy was overwhelming, with the government, the international aid community, charitable foundations, businesses and individuals coming forward with support in terms of financial, material and human resources to cope with the crisis.



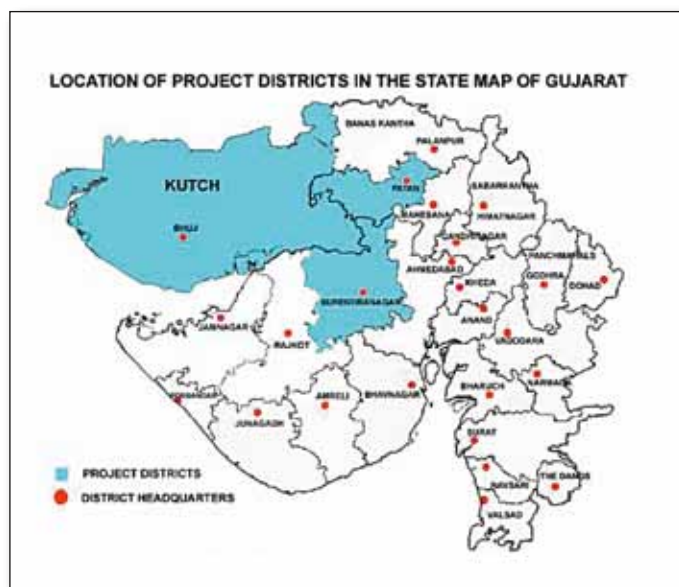
The earthquake caused enormous damage

The SRC, with co-funding from Swiss Solidarity (SwS), supported SEWA<sup>5</sup> over four phases of the Gujarat earthquake rehabilitation project from 2001 till 2009. The aim was to increase the resilience of the affected populations through a comprehensive project, taking the LRRD implications into account. Already during its relief operations, SEWA carried out a damage and needs assessment that was subsequently validated by a joint SEWA/SRC needs assessment in the three districts of Kutch, Surendranagar and Patan. This constituted the basis for a jointly designed holistic development strategy.

The SRC, together with SEWA, looked upon the earthquake as an opportunity to build the capacities and reduce the vulnerabilities of the communities concerned, to increase their resilience to future disasters and to enhance their capacity for sustainable development. Risks were proactively addressed rather than seen as just another constraint to work within, disaster risk reduction thereby becoming part of long-term sustainable development.

At the operational level, the project included the following components:

- the physical reconstruction of 1,139 houses;
- the (re)construction of water supply and sanitation infrastructure;
- the establishment of community learning centres (CLCs), each with a community hall, rooms for education, administration and IT services, and toilets;
- support for livelihood opportunities for the affected population;
- promotional activities in the fields of hygiene, disease prevention and mother and child health;
- support for disaster risk reduction.



The project area covered Kutch, Surendranagar and Patan districts of Gujarat. Gujarat is a prosperous, industrialised state with a population of 50 million that is nonetheless prone to disasters. These can be classified into earthquakes, droughts, floods, cyclones and severe coastal storms. In addition, the rise in sea level has significant implications for coastal livelihoods and the marine environment. In recent years, the frequency and intensity of disasters have increased, affecting more and more people and putting their personal and economic security at risk. Battling against the elements, the rural population struggles to maintain a precarious existence though rainfed agriculture and live-

stock-rearing activities. Since drought in Gujarat is a perennial hazard, agriculture alone is not sufficient to support livelihoods. Livestock rearing is therefore another significant activity undertaken across the three districts. Droughts occur every 2 or 3 years, and desertification, salinisation and receding ground water levels not only make agriculture difficult, but also cause a general decrease in income-earning opportunities. In addition, the acute shortage of drinking water for humans and cattle, compounded by lack of food for households and fodder for livestock, lead to large-scale migration of humans and livestock.

<sup>5</sup> For more details on the organisation, see section 4.

## 4. SEWA: its members and approach to disaster response and development

SEWA is a member-based organization of more than one million poor women workers in the informal economy. These are women who earn a living through day labour or small businesses. They do not enjoy regular salaried employment with welfare benefits like workers in the organised sector, but are the unprotected labour force of India. SEWA explicitly excludes men from membership, on the grounds that poor women workers on average spend barely more than 5% of their income for themselves, whereas men spend around 50% for their own benefit rather than for the benefit of the family.<sup>6</sup> Nevertheless, men are included in various community-based management committees: village development committees, CLC management committees, water user committees, grain bank committees, committees to manage seed and fertiliser banks, etc. Here SEWA rules stipulate that women should have a majority of at least 70%. SEWA groups its membership into the four broad occupational categories of hawkers, home-based producers, manual labourers and rural producers. Within these four broad occupational groups, some women are self-employed, others work as casual day labourers, some provide services and still others do piece work under a subcontract.

Most members of SEWA face structural barriers, such as inequalities and biases embedded in the underlying structures of production and distribution and in the wider policy and regulatory environment. These make earning a decent living difficult. As a result, they have a hard time meeting their families' basic needs for food, shelter, clothing and health. In addition to structural barriers, SEWA members face high levels of risk and insecurity as a result of:

- common risks like illness, disability, loss of property and death of the primary breadwinner;
- social risks caused by the cost of life-cycle events like children's education, religious celebrations, children's weddings and the performance of death ceremonies, which often turn into financial crises: as they earn too little to be able to save for such events, they receive little (if any) help, and live and work in vulnerable conditions;
- work-related risks like shifts in supply, demand, prices, transaction relationships and the «hidden costs» of working informally, which include the high cost of doing business, great job and income insecurity, few (if any) worker rights and benefits, little (if any) employment-based social protection, uncertain legal status and lack of organisation.

SEWA addresses the vulnerabilities of its members through a trade union and through cooperatives. This twin approach of rights-oriented struggle and development-oriented endeavours lays the basis for the movement's strength. As a union, SEWA organizes workers in the informal economy and lobbies on their behalf at policy level. The cooperatives aim to increase the collective strength and bargaining power of SEWA members. Women workers are organised into producer collectives, which are owned and managed by the women themselves. Thus alternative sources of income generation and points of access to markets open up.

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<sup>6</sup> Shram Shakti Report Surveys, 1988.

SEWA conceptualises its livelihood-centred activities as an adapted form of the sustainable livelihoods approach framework promoted by the British Department for International Development. In this context, the following aspects are relevant:

- the impact of hazards on livelihood assets such as natural capital (e.g. loss of agricultural land), physical capital (e.g. loss of housing, tools), financial capital (e.g. loss of savings), human capital (e.g. loss of life, injury, unemployment) and social capital (e.g. damage to social networks);
- the livelihood strategies adopted by households/communities to reduce their vulnerability to hazards and recover from hazard events. These range from physical measures (e.g. watershed development, improved housing construction) to social/organisational activities (e.g. reinforcing social support networks, establishing local disaster-preparedness committees) and livelihood diversification;
- institutions, policies and processes may help protect people against the impact of shocks (e.g. mitigation measures, such as public education about risk avoidance, evacuation plans and relief provision, as well as strengthening of assets through micro-credit, insurance, health services, agricultural extension and organisational development).

By focusing both on people's capacities/assets and the impact of the wider system on their wellbeing, SEWA assesses the extreme vulnerability of its beneficiary groups within the social, political, economic and ecological context.

Based on operational experience, SEWA understands disasters not as events separate from normal life (and resolved by relief and recovery) but simply as an exacerbation of an underlying vulnerability, the poverty of people precipitated by precarious livelihoods and a lack of assets and capacities. Increased exposure to publicly acknowledged emergencies is the consequence of «silent emergencies» attributable to the marginal political, social, economic, ecological and cultural position of generally vulnerable groups/communities. Hence, in SEWA's understanding these «silent emergencies» need to be tackled if vulnerability to acute emergencies is to be reduced. Thus, SEWA aims to strengthen livelihoods as soon as immediate relief requirements (food, water, shelter and health care) have been met.

SEWA not only supports relief efforts to save lives, it is also engaged in the activities described below:

- **Livelihood protection for rehabilitation:** In cases where the shock has been less severe, it may be possible to assist communities to protect their livelihoods, productive assets and coping strategies. If this is not possible, consideration must be given to re-establishing livelihoods under altered circumstances and amid a lack of productive assets such as seeds, animals, cash or health care. Appropriate short-term interventions in such cases might involve food-for-work or cash-for-work programmes, the provision of seeds and tool kits, the extension of social security, etc.
- **Livelihood promotion for longer-term development:** The range of livelihood opportunities is increased by building up people's asset base and by improving production and marketing/exchange activities. Promotional strategies help broaden people's perspectives and the means for longer term development and social/economic security. Relevant activities include savings and credit programmes, livelihood diversification, marketing and improved access to quality health care. In this context, people's capabilities and approaches for mitigating, responding to and recovering from disaster are taken as a basis. People's priorities are central, as much as building on their non-tangible assets (skills, self-help and solidarity).

Practically, SEWA support to the beneficiary communities is organised through the CLCs, where services are provided. Each CLC has a community-owned management structure, which, together with the interested groups and individuals, designs, implements and evaluates the support measures. Since the membership base is large in the project's area of intervention, communication channels are easy to establish.

## 5. Elements of LRRD in the different project components

### 5.1 Housing reconstruction

The aim of reconstruction was to build back better (see Box below) by providing for earthquake- and cyclone-resistant constructions. In addition, latrines and underground rainwater harvesting tanks were intended to bring about qualitative and sustainable improvements in people's living conditions. The houses were designed as a core unit, with provision for individual modifications and extensions according to the beneficiaries' preferences and capacities.

«Building back better» implies that projects of physical construction draw on the latest knowledge available. The use of safe and sustainable materials (i.e. asbestos-free, locally available and long lasting) and of improved techniques (earthquake and flood-proofing) helps to reduce risks. In addition, building back better also reflects social aspects of reconstruction (e.g. access for the disabled, appropriate sanitation facilities). The architectural design should be adapted to the local customs, culture and social norms. Therefore, a thorough needs and risk assessment is carried out in the early stages of project design, together with the beneficiary communities and relevant authorities.



A woman trained in construction work.

In addition, reconstruction goes beyond mere physical rebuilding to take into account economic, environmental, health-related and social factors – with the goal of restoring the self-sufficiency of the beneficiary communities and paving the way for sustainable development.<sup>7</sup>

The beneficiaries were involved at all stages of the construction process (active community consultation in the design of houses, choice of building materials, appropriate construction techniques). In the early reconstruction phase, SEWA supported the diversification of the livelihood base through skills training in construction, in order to create an alternative livelihood opportunity to which women previously had no access. The trained women were able to earn a living during the reconstruction of houses within the SRC/SwS co-funded project and other SEWA projects. Over time they were organized into SEWA Nirman, a construc-

<sup>7</sup> Adapted from the website of the Swiss Agency for Development and Cooperation (SDC): [http://www.sdc.admin.ch/en/Home/Themes/Emergency\\_aid\\_and\\_reconstruction/Reconstruction\\_and\\_rehabilitation](http://www.sdc.admin.ch/en/Home/Themes/Emergency_aid_and_reconstruction/Reconstruction_and_rehabilitation).

tion company whose main objectives were to organize the construction workers, to provide them with recognition and to foster legally secure and safe working conditions. The empowering and owner-driven implementation strategy adopted by SEWA proved successful in creating institutional, managerial and technical capacities at the community level to effectively carry out the construction activities. A significant outcome of the programme was women's empowerment through the opening-up of alternative sources of income generation and self-organisation.



A finished housing unit.

To address water needs at the individual household level, an underground water tank was installed in each compound for the collection of rain water. Water security even during dry months has helped improve the morbidity profile of the project area and increased the women's productive capacity, as they have to spend less time collecting water.

To promote safe hygiene practice, a single-pit four-flush latrine was added to each of the individual houses, coupled with a health education campaign focussing on hygiene, sanitation and preventive health care. The twin strategy of providing infrastructure and raising awareness lead to 80% toilet use, which is a very high percentage for first-generation toilet users.

## 5.2 Diversification of employment opportunities

SEWA's approach attempts to make the link between crisis and employment. Employment is seen as key for coping with crisis and building longer term security. Even in the early reconstruction phase, when most efforts were directed at the physical reconstruction of houses, the SRC/SEWA project facilitated the recovery of livelihoods by providing minimal subsidies to women active in crafts production and gum collection, and generated employment in the construction sector as well as through savings and credit schemes. In addition, capacity building for women's groups was built into the rehabilitation phase to promote their self reliance. Even though the interventions were limited in scale, they paved the way for the subsequent, self-determined long-term development of women's employment opportunities.

### 5.3 The Community Learning Centres

One of the key strategic SEWA/SRC initiatives in the aftermath of the earthquake was the conceptualisation, construction and operationalisation of the Community Learning Centres (CLCs). In the three districts of Patan, Surendranagar and Kutch, 11 CLCs were established, nine of them with SRC/SwS support. The CLCs were established as decentralised hubs, each catering to a cluster of 10 to 15 villages. They offer the communities a range of integrated services in the areas of livelihood development and community-based disaster management. Thus, the CLCs are a mechanism for the institutional anchoring of the LRRD approach. At the same time, the beneficiary groups took ownership of and control over the financing and management of the centres. The CLC approach also spread to districts beyond the SRC intervention area, which is a clear sign that the concept is adequate and relevant.

At the operational level, each of the CLCs serves a series of purposes for the benefit of the communities in its catchment area:

- The CLCs function as centres for the dissemination of information on development and disaster-related issues. At the same time, access to and training in the use of modern information technology is provided (establishment of information technology cells, also for tele-medicine).
- The coordination of disaster preparedness and mitigation takes place at the CLCs.
- The CLCs function as hubs for individual training and capacity building.
- The CLCs provide space for grain and fodder banks, and are therefore an important form of livelihood support.
- Emergency preparedness is organized through the CLCs, which provide relief-related equipment and establish disaster-preparedness groups.
- The CLCs offer support services (health, education, child care, marketing support, insurance schemes, support for savings and credit schemes).



Women engaged in embroidery in a CLC.

Thanks to the joint use of these services specifically targeting the needs and capacities of the populations served by a CLC, people were helped to strengthen their livelihoods and coping capacity in a holistic and demand-driven way. Even though SEWA is a member-based organisation, there is no discrimination in the use of the services provided – everyone in need and with sufficient initiative to connect to the CLCs is given the same support. For certain services, a token user-fee was requested in line with the principle of empowered self-help. The long-term investment and readjustment of services provided at the CLCs led to the outcomes below.

- **Improved income security** thanks to the diversification of livelihood strategies through the promotion of non-farm employment opportunities (construction, vending and promotion of renewable energy). The activities were selected with the communities concerned in order to make sure that new avenues of income generation have local relevance and potential and to enhance the ownership of new developments.

- **Increased income** through skills training, the promotion of improved agriculture practices, the provision of revolving fund support, improved access to assets and the promotion of secure market linkages. Also, by bringing people with similar interests and income-generating activities together, it was possible to substantially increase their negotiating power.
- **Improved food security** through the establishment of grain and fodder, seed and fertiliser banks, capacity building in improved cropping and irrigation practices, enhanced access of members to government food and job security programmes, nutritional counselling and the creation of a pool of community based para-veterinarians for the protection of animal herds.



A women vendor cleaning grains to be sold.

- **More sustainable use of natural resources** through the promotion of alternative sources of energy (solar lanterns for lighting and bio-gas units for cooking and lighting).
- **Enhanced well-being** through capacity building for local women as barefoot doctors to bridge the gaps in the existing health care system, organisational development of women's groups that subsequently have increased lobbying power to obtain legal and welfare entitlements from the government.
- **Improved disaster preparedness** through the provision of equipment for disaster response, training in disaster preparedness and mitigation for trainers whose subsequent responsibility is to build relevant capacities in their respective communities. Thanks to disaster-resilient construction techniques, the CLCs can be used as emergency shelters.



Women being trained at a CLC.



## 6. Key aspects of the implementation of the LRRD approach

The long-term partnership between the SRC and SEWA in the Gujarat earthquake rehabilitation project was possible because the two organizations subscribe to the same approach. Key aspects of the implementation of the LRRD approach are outlined below.

- The baseline was the wider vulnerability context, i.e. multiple hazards were considered in designing the activities.
- Community involvement and participation were secured from a very early stage, resulting in greater community ownership of the process with better chances of sustainability.
- Relief support was kept to the necessary minimum to avoid dependency on external aid.
- The implementation of cash-for-work programmes helped restore the self-esteem and self-reliance of the affected communities.
- The project was informed by the development perspective from the outset, i.e. a rehabilitation plan existed alongside the relief operations and a development perspective was introduced during the early rehabilitation phase. Development principles incorporated into disaster relief operations included the building of local capacities and the adoption of participatory approaches. Financially, around 10% of funds were spent on relief, 70% on rehabilitation and 20% on development support. As relevant as an early development perspective is the integration of disaster risk management in the development approach. The window of opportunity for disaster risk reduction was seized by the project right through the development phase.
- Local resources and capacities formed the basis for livelihood options, in order to increase resilience to the vulnerabilities of the respective beneficiary groups. Capacities were reflected as much as vulnerabilities in the SRC/SEWA approach, which supports the self-sufficiency of the beneficiary group.
- The aim was to build back better, by introducing cyclone- and earthquake-resistant construction techniques, integrating roof rainwater harvesting tanks to address water shortages, and constructing toilets to address the sanitation issue.
- The infrastructure provided served a series of purposes in terms of capacity building, enhanced income generation, community mobilization and empowerment, disaster preparedness and response and disaster risk management (through storage banks, training). Both the long-term and short-term perspectives were anchored institutionally in the CLCs, and coupled with an approach to strengthening civil society.
- Engaging with a range of stakeholders from public agencies, private players and SEWA sub-organisations rendered the livelihood strategies sustainable. The project also tapped the improved commitment of political leaders after the disaster, and kept lobbying alive through ongoing stakeholder dialogue linking people with their political representatives.

## 7. Conclusions

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The case study shows that relief and development are not separate but interdependent, and should be considered as such when planning and implementing projects. Development work should aim to protect and reinforce livelihoods in such a way that people are able to become more resilient to hazards and be better protected from them. This protection must come through:

- the strengthening of peoples' basic conditions (nutrition, health, morale and other aspects of well-being);
- the reinforcement of their livelihoods and resilience to possible impact of hazards;
- peoples' own efforts to protect their homes and workplaces against particular hazards (self-protection);
- access to relevant support from government or civil society institutions (social protection).

In turn, relief should form the basis for future development work. Such an approach to relief, also referred to as developmental relief, sees acute needs as part of the whole life situation of those affected, looks for long-term solutions as well as responding to immediate and acute needs, and builds on survivors' capacities and local institutions, setting sustainable standards for services and encouraging participation and accountability.

Guided by this understanding of relief and development, the SRC/SEWA project performed well in terms of building its response to the earthquake on local capacities, involving beneficiaries in programme management, reducing vulnerability, avoiding aid dependency, promoting accountability, and supporting the crucial role played by women in disaster-prone communities. The project helped to embed the LRRD approach institutionally in the local communities through the establishment of CLCs.





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