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1 INTRODUCTION

In common with other agencies, ODA funding for relief activities has increased sharply over the last decade, from 2 per cent of ODA's bilateral budget in 1982/83 to over 10 per cent in 1992/3. This has reflected the large number of natural disasters during the 1980s and, more recently, the rapidly growing number of conflicts and areas of civil unrest in the post cold-war world. Sub-Saharan Africa remains the biggest consumer of bilateral humanitarian aid, accounting for 58 per cent of total expenditure in 1992/3, whilst the aid operation in Former Yugoslavia accounted for most of the remainder (33 per cent). The bilateral development aid budget is already under pressure from increasing multilateral commitments (46 per cent of the aid budget in 1992/93 and set to rise further), and any significant change in relief expenditure is likely to have at least some impact on bilateral development expenditures.

It is in this context of diminishing bilateral development resources, that the need to incorporate developmental objectives into relief and humanitarian aid planning takes on a new dimension of importance. ODA is currently grappling with the issue of how to operationalize the links between humanitarian aid and development within the aid programme.

In principle, there is a clear link. Humanitarian aid within ODA has two major objectives: to save and preserve lives during emergency situations and in the immediate post-emergency rehabilitation phase; and to cope with longer term population displacements arising out of emergencies. British emergency aid is always provided under the principle that the UK response is one complementary part of the overall international relief effort in a particular situation.

2 A DEVELOPMENT SIDE TO EMERGENCY AID

The ODA has a dedicated Emergency Aid Department (EMAD) which, when dealing with short-term, rapid onset disasters, is largely isolated from the bilateral development programmes. Longer term emergencies and long term refugee projects are dealt with by EMAD on a collaborative basis with the relevant geographical department. Up until 1991,

EMAD was exclusively a funding body channelling funds through the multilaterals (the UN agencies and the EC), and bilaterally through NGOs and recipient governments. In response to the growing number of disasters, the increasing insecurity associated with recent relief operations and particularly as a result of lessons learnt in the 1991 Kurdish refugee crisis, the Disaster Relief Initiative was established which allows EMAD to recruit for and directly manage operations in the field.

In common with many agencies, relief and development were in the past dealt with by separate parts of the organization and there was infrequent contact between the different departments. Different sets of procedures governed practice. EMAD was concerned primarily with a speedy, effective response; while development activities were characterized by long term, well planned, sustainable interventions. But it is increasingly accepted that the two types of activities are interdependent.

The provision of humanitarian aid can take more account of the actual needs of affected people and their own potential to organize themselves without jeopardizing speedy delivery. In the respect EMAD is now increasingly utilizing ODA's specialist advisers (in, for example, the health, social development and engineering sectors). NGO guidelines for Humanitarian aid proposals have recently been revised to request more detailed information on beneficiaries and impact.

Humanitarian aid can also be implemented in such a way to prevent negative impacts on development and even to create new opportunities. Examples of this include the adoption of new crops which may have been previously resisted; community management of water supplies; support to coping strategies; the realignment of gender roles within communities. Food aid can be used in constructive ways which benefit development.

3 RECOGNIZING VULNERABILITY IN DEVELOPMENT AID

It is well-known that poor people are particularly vulnerable to the effects of disasters (droughts,

famine, floods, earthquakes, conflicts) and their vulnerability increases where livelihoods are subject to increasing risks and shocks. The element of risk needs to be considered more prominently in planning development policies and the traditional linear view of development has to be challenged. There is also a need for critical evaluation of alternative theses of development which are gaining popular credence, such as the concept of the 'continuum' between relief and development. There is evidence that vulnerable communities with a high degree of organization are better prepared to cope with disasters. Disaster preparedness can thus be seen as an integral part of development rather than as a separate activity.

The increasing experiences of operations in areas of civil strife are also challenging the linear view of development, as years of development are undone in a matter of weeks. New ways of maintaining or re-orienting development programmes must be sought and the potential for building the institutions of civil society in a war-torn region recognized.

ODA currently has development programmes which operate alongside emergency relief provision - in countries such as Angola, Mozambique, Ethiopia,

Zimbabwe. In these countries there is scope for ODA to look at the lessons learned and to seek ways of building on the linkages between relief and development.

4 CONCLUSION

There are some examples of linkages. ODA supported a Social Policy Adviser to the National Planning Commission in Mozambique as part of the Social Dimension of Adjustment project. He made a major contribution to the National Reconstruction Plan and to other poverty and relief issues. The provision of water in Zimbabwe as part of the drought relief has led to a community based water project as part of the development programme. The working relationship developed with NGOs in Mozambique as part of the relief effort is being built upon in the post-conflict situation. A development fund for NGOs working in Angola is being set up. We are supporting the institutional capacity of NGOs in Somalia. There is a disaster mitigation and preparedness budget within EMAD which can be used in the post-relief phase to build the capacity of local institutions to cope with future disasters. Despite these examples, there is scope for further strengthening of the links between relief and development
