



Reconstruction and Rehabilitation Concept of the Humanitarian Aid of the Swiss Confederation and the Swiss Humanitarian Aid Unit



Schweizerische Eidgenossenschaft
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Reference documents

- A. Federal Message on the continuation of Swiss humanitarian aid, 2006-2011
- B. Federal Message on the continuation of technical cooperation and financial assistance in support of developing countries, 2009-2012
- C. Humanitarian Aid of the Swiss Confederation, Strategy 2010
- D. Operational Concept HA/SHA 2009-2014
- E. Humanitarian Aid of the Swiss Confederation: A conceptual framework for multilateral commitment, 2005
- F. SDC Guidelines on Disaster Risk Reduction, 2nd edition, 2008
- G. Humanitarian Aid of the Swiss Confederation: Advocacy Guidelines, 2005
- H. Gender and Humanitarian Aid. Why and how should SDC integrate gender into Humanitarian Aid, 2008
- I. Cash Workbook, A practical user's guide for the preparation and implementation of cash projects, SDC 2007
- J. Concept on the impact assessment and evaluation of HA, including instructions and rules and regulations, SDC 2009
- K. CoP DRR platform - www.riskandsafetynet.ch
- L. CoP CASH platform - www.sdc-cashprojects.ch
- M. CoP Construction platform - www.constructiongroup.ch



1 Introduction

The reconstruction and rehabilitation programmes of the Humanitarian Aid of the Swiss Confederation (HA) provide measures that, beyond easing suffering through emergency and disaster relief efforts, aim to restore or improve the living conditions of the affected communities and thus facilitate a swift return to normality.

The primary concern and main priority of Swiss Humanitarian Aid is to save lives and to alleviate suffering. Its second priority is to restore basic services and to strengthen the capacity of the affected community to act.

Swiss Humanitarian Aid has four fields of activity: 1) *Disaster prevention* (risk reduction) and *disaster preparedness*; 2) *Emergency relief* (and immediate survival assistance); 3) *Protection and advocacy*; and 4) *Reconstruction and rehabilitation*.

The HA launches reconstruction and rehabilitation programmes primarily in response to catastrophic events caused by external forces, such as extreme natural events (e.g. earthquakes and floods) and violent conflict.

Reconstruction and rehabilitation projects carried out during early recovery phase also include measures with longer-term aims, such as reintegration and the safeguarding of the livelihoods of the affected community.

Reconstruction refers not only to the physical act of reconstruction but also to social and economic rehabilitation efforts. To enable communities to rebuild their lives, the work of the HA always adheres to the principle of holistic and integrated development.

The work of the HA is guided by cooperation with its partners aimed at improving the capacities and the resilience of the affected community, and by the sustained alignment of its commitment to medium- to long-term recovery needs. In doing so, the HA lays the foundations for the effective transition from reconstruction to development cooperation.

The HA plans its activities in close cooperation with the government in the affected country, coordinates its programmes and projects with local and international actors, and contributes to collective efforts. Here, the HA draws on Switzerland's traditional strengths (protection, humanitarian principles, neutrality, independence) and on its comparative advantages (flexible use of resources, expeditiousness and lack of red tape).



2 Aim and scope of the concept

The present document sets out the approach and modes of operation that the Humanitarian Aid of the Swiss Confederation will seek to adopt in the area of reconstruction and rehabilitation. The concept is written primarily for use by SDC personnel, but may also serve as a source of information for a wider public including the Swiss parliament, HA partners and non-governmental organisations.

Aim The Reconstruction and Rehabilitation Concept, together with existing SDC strategies, are designed as a planning aid and frame the direction and the forms of action that should be taken by programmes and projects in this area.

The concept sets out how reconstruction and rehabilitation efforts should be planned and implemented as part of the HA's direct and bilateral actions, and explains the secondment procedure.

With regard to the preliminary assessment of reconstruction and rehabilitation needs, the concept features a set of criteria to assist programme leaders in HA headquarters reach a decision on whether to launch a programme or not.

To ensure a common focus in all reconstruction and rehabilitation efforts, discussions must first be held with the Global Cooperation, Regional Cooperation and Cooperation with Eastern Europe sections of the SDC and with all other relevant partners.

Target readership The concept is aimed first and foremost at SDC personnel working in the Cooperation and Programme Offices and in HA headquarters, as well as at members of the Swiss Humanitarian Aid Unit (SHA).

The concept, however, also serves as a source of information for the political authorities (parliament and federal departments) and as a point of reference for rendering account of reconstruction and rehabilitation efforts.

The wider target readership include partners, such as the local authorities and government institutions, regional organisations, organisations of the United Nations, the Red Cross and Red Crescent Societies, Swiss relief agencies, international and local non-governmental organisations (NGOs), civilian-military cooperation partners, as well as private institutions and development banks.

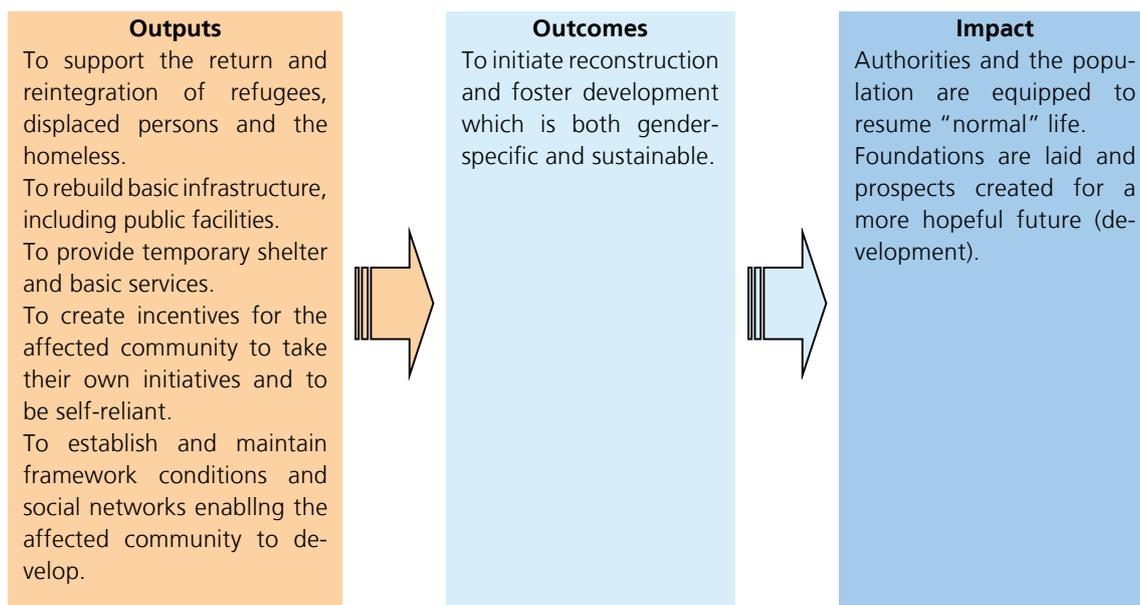


3 Frame of reference and strategic guidelines

The Reconstruction and Rehabilitation Concept of the Humanitarian Aid of the Swiss Confederation takes account of the standards already set out in the SDC strategies with regard to areas of intervention and fields of activity, as well as the guidelines on cross-cutting themes. The following served as reference documents in the development of the present concept:

Federal Law on International Aid, Federal Message and the Swiss Humanitarian Aid Strategy

The Federal Law on International Aid, the Federal Message, and the Swiss Humanitarian Aid Strategy define the expected **outcomes** and **outputs** of reconstruction and rehabilitation efforts. The goal hierarchy as well as the desired cause-and-effect chain are as follows.



Desired cause-and-effect chain as per the 2010 Swiss Humanitarian Aid Strategy

Expected outcomes of the HA Strategy and the medium-term programme

The expected reconstruction and rehabilitation outcomes as set out in the HA strategy are further developed and defined in the medium-term programme¹, based on the prevailing situation in the country concerned. The HA uses quantitative and qualitative indicators to measure outcomes.

¹ In SDC priority countries, HA programmes and efforts are centralised in a joint cooperation strategy with SDC Cooperation or other parts of the federal administration.

Cross-cutting themes All reconstruction and rehabilitation programmes take due account of **gender** and **governance** issues.

Consideration is given to the issue of gender inequality, with particular attention paid to the needs of women and children.

Democratic and constitutional principles are promoted.

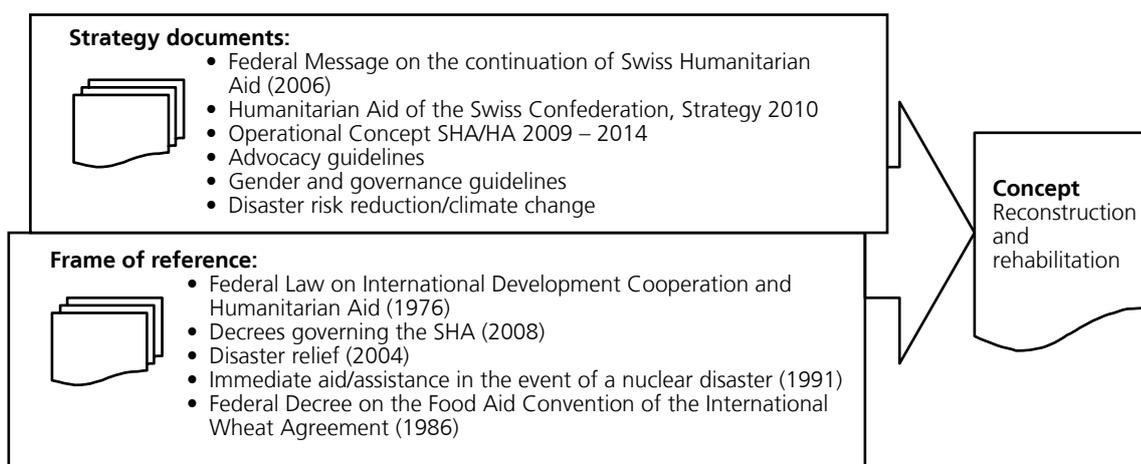
Disaster risk reduction DRR/climate change adaptation (CCA) Programme planning takes into account *disaster risk reduction (DRR)* guidelines and the possible impact of climate change on the programme.

Advocacy Advocacy is an important element in reconstruction and rehabilitation programmes, particularly as regards building projects and the preliminary assessment of the need for smaller-scale social or economic actions.

Concept of operations Humanitarian Aid of the Swiss Confederation/Swiss Humanitarian Aid Unit (2009 – 2014) To make the best possible use of the core competencies of the Swiss Humanitarian Aid Unit (SHA) and to raise the visibility of its work, SHA personnel are primarily deployed on emergency relief missions. Besides providing emergency relief, the SHA is primarily involved in direct actions undertaken as part of reconstruction and rehabilitation programmes.

Suitably qualified SHA personnel are entrusted with programme planning and implementation. This applies to the direct actions of the HA and to secondments to partner organisations.

Increased operational deployments and more medium- to long-term missions improve the preparedness of unit personnel to undertake reconstruction and rehabilitation efforts. Unit personnel also undergo basic and advanced training that is constantly adapted and refined to better meet the needs of internal and external partners.





4 Background and challenges

Reconstruction and rehabilitation programmes are launched in response to a natural disaster (earthquakes, floods, volcanic eruptions, hurricanes, etc.) or in post-conflict situations (social and political crises, uprisings and conflicts). The Humanitarian Aid of the Swiss Confederation takes into account the specifics of the situation on the ground and adapts their efforts accordingly.

Context

Wars and conflicts, natural disasters and economic crises leave individuals, societies, their infrastructures (roads and facilities) and intangible structures (e.g. social networks) increasingly vulnerable, which in turn leads to ever greater financial and human losses. Reconstruction and rehabilitation is consequently gaining in importance as a field of humanitarian action due to the rising number of recovery efforts that are undertaken once disaster and emergency relief missions have ended.

Challenges

Varying contexts Reconstruction and rehabilitation programmes vary according to the context in which they are implemented. For example, the underlying cause of the disaster/crisis may be climate-related, geographical or technological (the government is still intact). Alternatively, the cause could be political or social in nature (the government is compromised), or could be a combination of the two.

Humanitarian needs are not the same after a natural disaster as they are in conflict and post-conflict situations. The starting point for any reconstruction and rehabilitation efforts therefore differ too, and may require input from development cooperation and peace-building.

International coordination A uniform global strategy must be in place to guarantee coherent and coordinated international disaster and crisis relief efforts. In practice, however, poor coordination among international actors, insufficient capacities and funding shortages make it difficult to allocate tasks properly and to exploit complementarities to the full.

Transition gap When there are not enough actors with the appropriate skills or with conflicting mandates/areas of activity, a transition gap develops, i.e. there is a disconnect between emergency relief, reconstruction and development. This is why close cooperation between all actors and with partners is critical to the success of humanitarian action.

Chronic conflicts Protracted civil wars pose a particular problem. In such instances, emergency relief and rehabilitation efforts may become a permanent state of affairs. This situation is compounded by the fact that the efforts required exceed the mandate or the competencies of many relief agencies, and that the resources allocated to humanitarian action tend to be ring-fenced and therefore cannot be used for longer-term projects.

Fragile states The governments of fragile states cannot afford its citizens a minimum level of security. Corruption, democratic deficits and the complete absence of the rule of law often stymie development. Situations where politics and governance have failed call for long-term reconstruction and rehabilitation programmes.

Migration Today there are over 200 million foreign migrants worldwide. Around 10 million are refugees and 13 million are internally displaced persons (IDP). A dearth of economic prospects is the chief driver of migration, a phenomenon which western countries are experiencing first-hand and take increasingly seriously. The increased inclusion of social and economic actions in reconstruction and rehabilitation programmes can help curb this growing trend.

Food security Rising global food prices have a direct and existential impact on poor countries, prolonging the problems of undernutrition and malnutrition. Food shortages hit the poor hardest, particularly those living in regions where frequent droughts and flooding cause crops to fail and access to markets is hindered by infrastructure or by political problems.

Natural disasters and climate change The frequency of climate-related events is set to rise and with it the risk of natural disasters. This will leave the populations of many disadvantaged regions more vulnerable and claim many more lives. Climate change is likely to have longer-term repercussions such as water shortages, the loss of agricultural production and a rise in climate refugees, with the southern hemisphere being most severely affected.



5 Core competencies

The reconstruction and rehabilitation efforts of the Humanitarian Aid of the Swiss Confederation deliver needs-driven assistance for the reintegration of returnees, internally displaced persons and socially vulnerable groups. The implementation of such programmes and projects considers the effective needs on the ground, integrates *lessons learnt*, and takes account of strategic priorities.

Background information The Humanitarian Aid of the Swiss Confederation can draw on a wealth of reconstruction and rehabilitation experience. It mobilises its core competencies in the fields of construction, water and wastewater, *livelihood*, *capacity building* and advocacy to afford the affected communities a certain standard of living (housing, income, health, food security etc.). It restores their access to resources like water, soil, and power, as well as information and transport. It lays the foundations for renewed social and political stability by helping the affected communities to help themselves and by promoting income-generating activities.

Construction The HA implements and finances building projects and provides technical assistance in the following areas:

- **General planning** (development and housing settlement planning, etc.)
- **Public infrastructure:** schools, community centres, hospitals and, where necessary, other health-related amenities like health centres and WatSan
- **Private and social housing**
- **Bridges and roads (secondary and tertiary)**
- **Earthquake-proof construction**
- **Buildings adapted to the needs of disabled**
- **Energy-efficient buildings**
- **Protection of cultural heritage**

The role of the HA in such projects is the provision of technical advice and administrative assistance (including advocacy). This owner-driven approach allows beneficiaries to construct their own homes and thus ensures better local acceptance of external help.

Buildings and facilities are designed as long-term and low-maintenance solutions. In the interests of sustainable development, the HA devises **maintenance plans** in concert with the local authorities and the community.

Water and wastewater The HA undertakes activities on the use of water for both drinking and food production purposes. To guarantee sustainable water management, the HA prioritises efforts to protect this resource and its ecosystems.

- **Drinking water supply** (urban and rural areas)
- **Sanitation and latrine construction**

Livelihood The HA adopts an integrated approach to project implementation and strives to equip communities so that they can cover their basic socioeconomic needs like food, accommodation and income, and become self-sufficient. The following principles apply:

- **Supporting self-sufficiency** – The HA assists the affected community to become self-sufficient. For example, to guarantee food security, they supply the community with seed, tools, animals and working capital.
- **Income-generating activities** – The HA assists the affected communities with their income-generating activities to ensure a lasting improvement in basic services. For example, the HA helps fishermen start or resume their activities by supplying them with fishing equipment, by building boats or by facilitating their access to markets.

Capacity-building Where appropriate, HA programmes contain training components aimed at building local capacities. For example, local authority employees are trained to use databases and computers, which should enable them to carry out their work more efficiently,

Local workers are given advanced on-the-job training on the planning and implementation of reconstruction and rehabilitation programmes, with particular attention given to the management of works, finances, administration and project management.

Advocacy Advocacy is an important component of all HA reconstruction and rehabilitation programmes, particularly with regard to efforts to improve access to markets and resources, or when considering and including minorities in project planning and implementation processes. Infrastructure projects must identify and find answers to issues, such as land titles, tenure and the official registration of the affected community.

Prevention and preparedness Given the growing vulnerability of poor countries to natural disasters, prevention and preparedness has become a standard component of most humanitarian projects. The HA runs specific programmes that make major conceptual and technical contributions to risk mitigation and helps the authorities devise measures to protect the population. Furthermore, the HA sees to it that prevention and preparedness concepts and efforts are an integral part of all its reconstruction and rehabilitation programmes.



6 Fundamentals

The Humanitarian Aid of the Swiss Confederation is committed to linking emergency relief and medium- to long-term reconstruction, and implements only programmes that honour this principle. When planning reconstruction and rehabilitation programmes, the HA complies with the principles of sustainability and conflict sensitivity (the "do no harm" approach). When planning programmes, the input of all concerned is decisive.

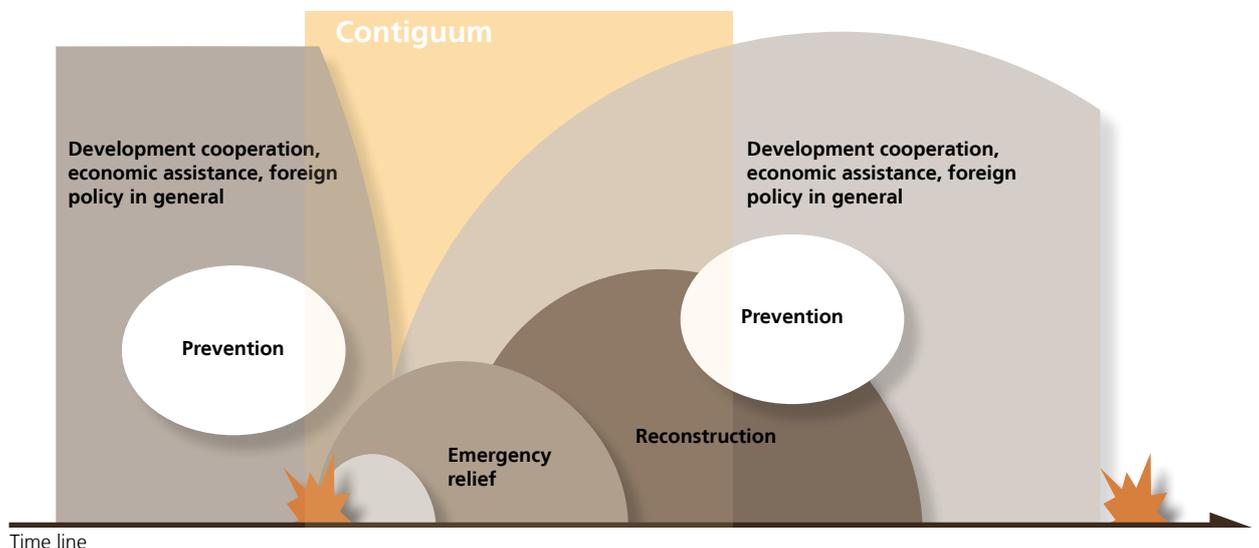
Linking relief, rehabilitation and development (LRRD)

LRRD means that any response to a disaster does not consider the three phases of relief, rehabilitation and development in isolation. These phases overlap and are interconnected.

LRRD arose from the realisation that there is frequently a disconnect between emergency relief and development. In practice, the link between these phases is created when emergency relief incorporates the survival strategies of the affected communities and their attempts to rebuild their lives. There is no set chronological sequence for the transition from relief to rehabilitation and development. The length of each phase depends on the region and the target group concerned, and on the extent to which the affected community is functioning or has started to function again.

Continuum – Contiguuum

The perception that emergency relief, reconstruction/rehabilitation and development constitute a linear continuum (progression) has given way to LRRD as a contiguuum, because this view better reflects the complex realities on the ground. A context analysis informs the decisions made during the early phase of targeted disaster relief missions on the form that reconstruction and rehabilitation efforts should take.



Source: Berne, SDC Humanitarian Aid, 2006

Build back better HA programmes strengthen the ability of local communities and institutions to deal with crises and disasters. They seek to restore livelihoods and basic services but at a higher level than before the crisis or disaster.

When planning programmes and projects, the HA conducts needs and risk assessments together with the authorities and the affected communities. In the interests of sustainability, the inclusion *gender, livelihood, advocacy* and disaster prevention in HA programmes and programmes is determined according to actual needs and is tailored to the situation on the ground.

Physical construction projects draw on the latest knowledge available. The use of sustainable materials (asbestos- and formaldehyde-free) and techniques (disabled access, earthquake-proof) should help to reduce risks. The architectural form should be adapted to the local surroundings and take due account of the local culture and social norms.

Cooperation The capacity of local authorities, the participation of civil society as well as the presence of cooperation partners in a disaster- or crisis-hit region have a bearing on the implementation of reconstruction and rehabilitation programmes.

The presence of partners on the ground as well as their willingness to cooperate enable relief efforts to become quickly embedded in the local context, guarantee sustainability and ultimately open up the opportunity for long-term cooperation.

Ownership and participation Social and economic rehabilitation programmes actively use the resources and opportunities of the affected community to act. In the interests of sustainability, it is key that the programme is socially and socioeconomically rooted, hence the importance of beneficiary involvement.

The programmes are developed in concert with beneficiaries and take into account their cultural and social background. The planning and implementation of projects at the grassroots' levels ensures the use of local know-how, techniques and materials.

Sustainability Sustainability consists of fostering the commitment and participation of the affected community so that the population and the relevant institutions are ultimately able to fund and carry on the project independently.

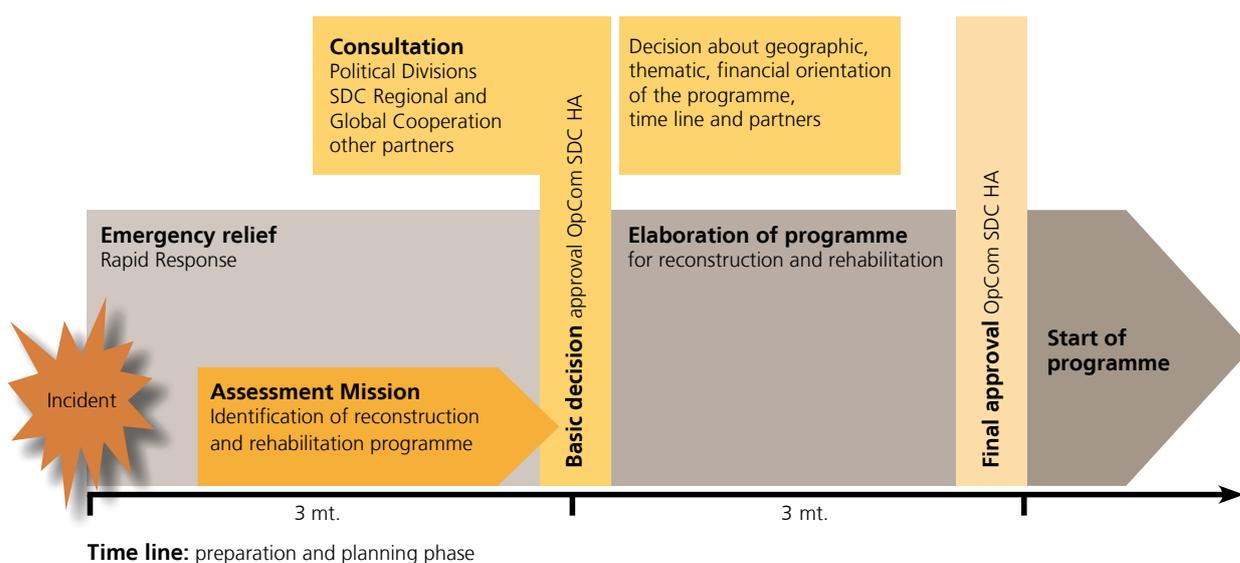
Complementarity The HA seeks to ensure the complementarity of its actions, i.e. that its works builds on existing efforts. Such an approach requires discussion and agreement on efforts by all relevant actors and the affected community. This will help promote local and international coordination.



7 Modes of operation

SDC project cycle management instruments are used to plan, implement and evaluate reconstruction and rehabilitation programmes. The findings, particularly the outcomes, are published once the project is finished. Needs, risks, outcomes (effectiveness) and cost-effectiveness (efficiency) must be systematically monitored throughout all phases of the project.

Typical process The planning of reconstruction/rehabilitation programmes draw on decisions that are made and accepted by all concerned. The present concept contains a checklist² setting out criteria on matters such as political and institutional conditions, sustainability/acceptance and security, which managers both at headquarters and in the field can use to help them decide whether to launch a reconstruction and rehabilitation programme or not.



Source: Berne, SDC HA, 2009

Direct action The HA implements reconstruction and rehabilitation programmes either as part of its direct actions or in cooperation with its partners. Securing the necessary funds (own or third party) is decisive to the planning of programmes which will run for two to three years (medium-term programmes).

Bilateral action

² cf. checklist minimum requirements for reconstruction and rehabilitation projects Page 34

- Cash projects** With regard to reconstruction and rehabilitation efforts, cash projects are used, where possible, as a vehicle for disbursing cash aid.
- **Cash for livelihood**
 - **Cash for Work – Voucher projects** (both for income-generating activities and improvements to infrastructures)
 - **Cash for Shelter or Cash for Repair and Reconstruction:** placing refugees with private households or financial support to rebuild or repair homes.

Multilateral action The HA carries out its direct actions in cooperation and in coordination with its multilateral activities.

Project cycle management (PCM) The HA uses Project Cycle Management (PCM) instruments to administer its programmes and projects.

Integrated approach PCM is an integrated approach which takes account of the complexities involved in the programme implementation procedure. It covers needs-based and participatory planning, project implementation, project monitoring as well as project evaluations and outcome assessments. Actions are allocated on a geographical and sectoral basis or according to the relevant area of activity. They are always embedded in the local context regardless of how they are allocated.

Context analysis and baseline survey To take account of the complexity of the situation at hand, the HA carries out a context analysis, which also covers certain security, governance and peace-building issues. All planning processes must involve a baseline survey to set the necessary benchmarks. Without these it would not be possible to measure the impact of a project or programme.

Logical framework A logical framework with defined goals and measurable indicators forms the basis for the overview and monitoring of the planning process and for the impact assessment.

Focus on effectiveness The main focus of the HA impact assessment is on outcomes³. This means that during the implementation process particular attention is given to the achievement and measurement of the project's stated aims. Changes (positive or negative, and intentional or unintentional) that are caused by humanitarian efforts and that affect all concerned and the disadvantaged are observed, documented and evaluated. The findings are discussed with the HA and with the project partners and serve to direct ongoing actions. To ensure that its action is as effective as possible, HA action is planned at grassroots' level and focuses on the needs of the affected community.

Evidence of impact/reporting The evidence of impact is collected in accordance with SDC standard procedures. The findings of the subsequent evaluation inform the future direction of the project or the programme. It is detailed in the annual reports of medium-term programmes and in the reports issued during the end-phase of programmes and projects.

³ Outcome: the short- or medium-term impact that humanitarian intervention is likely to achieve or has achieved.



8 Modes of cooperation

Cooperation with organisations and partners on the implementation of reconstruction and rehabilitation programmes can take a variety of forms. A whole of government approach must be adopted to ensure the uniform alignment of country strategies.

Cooperation with partners

Local stakeholders In its reconstruction and rehabilitation programmes, the HA prioritises cooperation with local authorities, civil society, locally based NGOs and thematic networks to ensure that all aspects of the project are sustainable.

Local partners are actively and directly integrated in the planning of reconstruction and rehabilitation programmes.

Memoranda of Understanding (MOU) are concluded with national ministries and local governments.

Swiss NGOs Cooperation with Swiss NGOs and relief agencies are sought insofar as they can offer a comparative advantage (e.g. prolonged presence, specific areas of expertise).

In special cases, such as after major natural disasters, the HA forms a consortium with partners and charities.

International NGOs The HA forms strategic and technical alliances.

Financial contributions are optional and decided on a case-by-case basis.

UN organisations The HA supports UN organisations through financial contributions. The HA strives to encourage more secondments (support through the provision of personnel) and to carry out reconstruction projects on behalf of UN organisations (e.g. UN-HCR, WFP, UNICEF, UN-OCHA and UNRWA). The deployment of these experts is combined with financial contributions. These are called “packages”.

The table below provides an overview of the different modes of cooperation and funding.

	Implementation	Type	Funding contributions
Direct action	HA and SHA	Self-implementation	100% self-funded
	HA and SHA as Implementing partners	Outside funding	Co-funding; up to 100% third-party funds e.g. SDC, FOM, UNICEF, etc.
Bilateral action	Swiss NGOs	Project and programme contributions	Up to 50% co-funding
	NGOs or firms	Outsourced assignments	100% funding by HA
Multilateral action	UN organisations and ICRC	Programme contributions	Variable programme contributions
Secondments	Partner with SHA assistance	Assistance from Human Resources	100% personnel costs

In-house cooperation

Cooperation within the SDC

The transition from reconstruction and rehabilitation programmes to long-term development depends upon whether SDC was already present in the country through the priority country programme prior to the disaster or the conflict. Reciprocal knowledge about the country programmes⁴ helps to identify overlaps and thus makes it possible to coordinate the direction that efforts will take. This requires flexibility from all involved as well as the coordination of activities within the SDC.

Regarding the operational direction that reconstruction and rehabilitation programmes take, the HA fosters dialogue with the multilateral departments of the SDC on reaching a common understanding of how cooperation with multipartners can be applied in a complementary manner to reconstruction and rehabilitation programmes (e.g. *policy dialogue, financial contributions, secondments, etc.*).

This strengthens close cooperation between the Geographical Departments, the Cooperation and Programme Offices in the field and multilateral actors.

Cooperation within the federal administration – “whole of government approach”

The HA works with the Political Affairs Divisions of the FDFA as well as other parts of the federal administration, such as the State Secretariat for Economic Affairs (SECO), the Federal Department of Defence, Civil Protection and Sport (DDPS), the Federal Office of Migration (FOM) and the Federal Office for the Environment (FOEN).

⁴ SDC priority countries are: **Africa:** Benin, Burkina Faso, Mali, Niger, Chad, Mozambique, Tanzania. **Asia:** Bangladesh, Nepal, Mekong region. **Latin America:** Bolivia, Central America – Countries with special programmes are: **Africa:** Great Lakes region, southern **Africa.** **Asia:** Afghanistan, Mongolia. **Latin America:** Cuba. **Middle East:** Palestine.

Cooperation with other actors The HA actively seeks to cooperate with academic institutions, such as the Federal Institute of Technology (ETH) and the Centre for Development and Environment (cde).

The table below shows the partners involved in reconstruction and rehabilitation efforts and their functions.

Partner	Function
SDC, Multi-H	Networking and coordinating efforts with multilateral actors (<i>Working in the Triangle</i>)
SDC, HR	Recruitment, postings, supervision and training of skilled personnel
SDC, H-Log	Service provision, project support and logistics
Expert groups of the SHA	Management-level training Expert advice and quality assurance in relation to programme planning and implementation
SDC, Regional and Global Cooperation	Programmes are planned jointly and are coordinated with existing programmes
PA I/PA II	Involvement in the policy and strategic planning of programmes
PA IV	Contribution to the planning of conflict- and human rights-sensitive programmes
FOM	Cooperation on assistance for returnees and on migration prevention
SECO	Programmes are planned jointly and are coordinated with existing programmes

Example UNHCR North Caucasus Since the conflict broke out in the North Caucasus, the HA has supported the efforts of the UN High Commissioner for Refugees [UNHCR] through programme contributions and through secondments to assist housing-related efforts. In the initial programme phase, UNHCR action concentrated on the construction of emergency shelters. The focus later shifted to the construction of permanent accommodation. Together with its implementing partner, it built homes for the displaced and returnees, and repaired some existing ones (“roof and one dry room-approach”).

In 2005 the HA launched a reconstruction programme in the region, the priority of which was the reintegration of refugees, the displaced and returnees. Consequently, cooperation between the HA and UNHCR was strengthened. They applied harmonised building standards and coordinated the selection of beneficiaries, thus helping to make efforts more cost-effective. The HA programme contribution to the UNHCR was used to fund the construction of homes.

Example WFP Liberia One of the reconstruction priorities following the end of the 14-year conflict in Liberia was the resumption of agricultural production in order to lift the country out of its complete dependency on food aid in the medium term. The programme launched by the World Food Programme [WFP] included a large number of Food-For-Work projects, in which beneficiaries had to work in return for food aid. Overgrown rice paddies were reclaimed, irrigational channels dug, vegetable patches planted and access routes rehabilitated. The HA supported this programme for two years through secondments (1 agronomist and 1 construction expert) as well as through funding and grain contributions.

Example UNICEF Pakistan As part of the Pakistan reconstruction programme following the earthquake in October 2005, the HA independently set up schools and health centres in the northwest border province. The programme made the best possible use of local expertise and capacities, and the SDC team, with UNICEF funding, built a further 50 schools in the space of three years.



9 Quality assurance

All strategic areas of activity of the Humanitarian Aid of the Swiss Confederation are subject to continual quality controls. Reconstruction and rehabilitation programmes are planned, implemented and supervised based both on *lessons learnt* and on Humanitarian Aid guidelines. Internal impact assessment reporting is of course a component of quality assurance.

Impact study and assessment The impact study and assessment concept⁵ is the cornerstone of all HA quality assurance activities and is used to evaluate reconstruction and rehabilitation projects, particularly their modes of operation (performance) and effects. A review is carried out at the close of each programme or project to determine how far its activities have facilitated the attainment of medium-term programme goals. New knowledge and *lessons learnt* are capitalised upon and quality assurance criteria are updated.

Quality assurance as part of project cycle management The planning and implementation of reconstruction and rehabilitation programmes observes the standard criteria of relevance, efficiency and effectiveness, as well as SDC quality assurance standards and guidelines on cross-cutting themes.

Knowledge management The SDC actively manages knowledge. Experiences gathered from earlier reconstruction and rehabilitation projects are reprocessed as best practices and *lessons learnt*, and are published as *fact sheets*. Knowledge is cultivated, exchanged and developed.

SHA experts The Swiss Humanitarian Aid Unit guarantees a constant supply of qualified experts who are available at any time to carry out preliminary needs assessments or to identify and implement reconstruction and rehabilitation projects.

Basic and advanced training The HA offers extensive basic and advanced training opportunities, thus ensuring that its operational personnel are up-to-date on the current state of knowledge.

Community of Practitioners CoP The various CoP platforms offer extensive documentation on reconstruction and rehabilitation projects and are regularly updated by specialists. They are responsible for ensuring that new developments are taken on board as part of professional knowledge management.

⁵ cf. Monitoring of the cooperation strategy/medium-term programme, as well as the concept on the impact study and evaluation of the HA, SDC 2009

Risk analysis as part of credit proposals The inclusion of a risk analysis in a credit proposal⁶ ensures the identification and resolution of key issues regarding the project risks and the areas of activity (e.g. disaster prevention, gender and governance, advocacy, the “do no harm” approach and conflict-sensitive project management).

Internal SDC quality assurance procedure for construction projects The SDC/HA internal quality assurance procedure is applied to construction projects with a budget in excess of CHF 200,000.

Local specifications and globally recognised quality standards (Sphere standards) are observed.

Internal control system ICS The internal control system ensures the monitoring of financial, HR and administrative processes in the life cycle of the programme.

⁶ cf. Guidelines on credit proposals, SDC 2010

10 Resources

The Humanitarian Aid of the Swiss Confederation provides the financial and human resources needed to plan programmes and implement reconstruction and rehabilitation projects.

Financial resources The HA funds its direct actions. Self-funding is vital for building the capacities of the HA as a credible actor in the humanitarian field of reconstruction and rehabilitation and for raising the visibility of Swiss commitment through the operational deployment of SHA personnel.

Cereal credit line Where possible, contributions from the cereal credit line (e.g. distribution of seeds).

Outside funding The HA uses contributions (third-party resources) from external donors and acts as an *implementing partner* for other organisations.

The HA already cooperates with the following organisations, firms and states: UNICEF, DFID, SwissRe, Novartis, Nestlé, Holcim and the Principality of Liechtenstein.

Human resources The HA provides not only financial and material (delivery of aid) contributions for reconstruction and rehabilitation efforts but also personnel support (dispatch of SHA personnel).

Through the Swiss Humanitarian Aid Unit, the HA provides personnel for short- and long-term international aid missions. These are experienced, qualified and highly trained professionals who have already successfully taken part in missions worldwide.

Recruitment profile SHA personnel are generalists but they also possess specialist development co-operation knowledge. In the interests of reconstruction and rehabilitation programmes with a long-term purpose, they are deployed on missions for a minimum of six months.
SHA personnel for reconstruction and rehabilitation missions

Promotion of young professionals Reconstruction and rehabilitation programmes are also used to promote young professionals.

Secondments The HA can release Swiss Humanitarian Unit personnel on secondment to partner organisations. With a view to forging long-term working partnerships, these secondments are offered as part of a package which also includes financial contributions to the project of the given partner organisation.

The main partner organisations of the HA are: WFP, UNHCR, OCHA, as well as UNRWA and UNICEF.

Technical backstopping The HA uses SHA capacities but in some instances has recourse to external resources from private providers (mandate).

11 Checklist minimum requirements

The **minimum requirements** governing the approval of a project launch are given in **bold** and **all** must be **answered with yes** prior to the project launch.

A. Security issues

<i>In the region where the project will be implemented...</i>	yes	no	Remark (reasons, consequences)
survival is guaranteed			
there are no longer any acute conflict zones			
a valid ceasefire or peace process is under way			
most mine fields are marked and no new mines have been laid			
unrestricted access is guaranteed			
reliable, security-relevant information is available			

B. Political conditions

<i>In the region where the project will be implemented...</i>	yes	no	Remark (reasons, consequences)
has a minimum of state structures			
would permit the free choice of partners (NGOs or private providers) for reconstruction and rehabilitation efforts			
local/national contacts and contractual partners are recognised by the affected community and by the participating actors			

C. Institutional conditions

<i>Regarding project implementation...</i>	yes	no	Remark (reasons, consequences)
a financial critical mass is secured			
there is a comparative advantage due to thematic experience or existing presence on the ground, e.g. SDC commitment already in place through the HA (EZA priority countries)			
specialist competencies can be used			
medium-term commitment (personnel and financial) is guaranteed			
support from other parts of the federal administration			

D. Acceptance / sustainability

<i>In the region where the project will be implemented...</i>	yes	no	Remark (reasons, consequences)
the local community is ready to return home and rebuild their lives there			
an on-site assessment of the needs of the affected community, particularly women and children, has been performed			
the government and the population will accept external help with reconstruction and rehabilitation efforts			
the issue of land titles (tenure) has been clarified			
the transition from emergency relief to long-term development cooperation is guaranteed			
personnel and financial resources are secured for operational activities			
personnel and financial resources are secured for maintenance activities			

Baseline (survey) This refers to a survey which establishes the initial conditions against which the outcomes of the finished project can be compared.

Contiguum This refers to the fact that the dynamics of conflicts and crises often give rise to different yet overlapping needs (emergency relief, reconstruction, technical co-operation and economic aid), which do not obey a strict chronological order and may even arise simultaneously.
Source: SDC, 2006

Early Recovery The transition period between the final phase of emergency relief to the launch of reconstruction and rehabilitation efforts. These phases overlap and are interconnected. The early recovery phase is decisive for a successful return to a self-determined and autonomous life and aims to strengthen the survival and management strategies of the affected community and enable them to rebuild their lives.
Source: www.humanitarianreform.org

Livelihood A *livelihood* comprises the capabilities, assets (both material and social) and activities required for a means of living. Livelihood equips people to earn enough to satisfy their basic needs like food, clothing and shelter. It also enables them to live their life in dignity and in a sustainable way. A *livelihood* is sustainable when it can cope with and recover from stresses and shocks and maintain or enhance its capabilities and assets both now and in the future, while not undermining the natural resource base.
Source: DFID, 1992

Peacebuilding *Peacebuilding* aims in a more comprehensive way to manage the political, economic, social and psychological consequences of civil wars as well as to identify the structural causes of conflict (e.g. socioeconomic inequalities, ethno-national tensions, scarcity of resources). Through *Peacebuilding* as peace consolidation should lead to the strengthening and development of the relevant structures after hostilities have ceased in order to prevent a return to violence.
Source: www.bpb.de

Secondment Secondments refers to the deployment of personnel, particularly to the four main UN partner organisations UNHCR, WFP, UNICEF und UN-OCHA, as well as to UN-RWA, which receive SDC funding. These are enhanced through the combination of annual corre contributions.

Sphere Standards Sphere standards are the result of an international consultation process of humanitarian organisations and red cross movements launched in 1997, the aim of which was to devise uniform, qualitative minimum standards for HA. The standards are based on the principle that every individual affected by disaster has the right to life with dignity, which covers a minimum level of basic care.

The key elements of the Sphere Project are:

- The Humanitarian Charter, the five fundamental principles of international humanitarian law, the protection of refugees and the right to life with dignity
- Cross-sectoral minimum standards
- Technical standards in four sectors of emergency relief: water supply and wastewater treatment, food aid, reconstruction and basic medical care
- Code of Conduct

Source: www.sphere.org

Reconstruction and rehabilitation Generally speaking, reconstruction and rehabilitation is chiefly concerned with restoring the socioeconomic living conditions of the affected community to pre-disaster/pre-crisis levels. The goal is to overcome the effects of war and natural disasters and to generate long-term improvements in housing, social and technical infrastructures and income. Action in this area includes the repair of public facilities like schools and hospitals, the repair of roads and bridges, as well as the restoration of the water supply. Yet, reconstruction and rehabilitation goes beyond physical rebuilding. It also takes into account economic, environmental and social factors (*livelihood*), thus producing a holistic programme that aims to restore the self-sufficiency of the affected community.



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