International Labour Office

InFocus Programme on Crisis Response and Reconstruction

The First Two Years of IMPLEMENTATION

(September 1999—December 2001)

Recovery and Reconstruction Department
Geneva, December 2001
Preface

The team in the ILO InFocus Programme on Crisis Response and Reconstruction has reason to feel pleased with the Programme’s achievements during its first biennium. Through hard work and team spirit, collaboration and support of ILO structures at headquarters and in the field, and some donor support, the Programme attained several major successes. Most of its planned outputs have been realized, as well as many additional ones responding to unforeseen crises and other urgent demands within and outside the UN system. The Programme, from its modest beginning in terms of staffing and financial resources, has gained significant impact and credibility within and outside the UN system. It has demonstrated its capacity to carry out its complex role in crisis contexts. It has proved the importance of addressing decent work challenges as an integral part of effective crisis response. Equally important, it has been able to position the ILO as a relevant player in the international arena for crisis response.

Starting with no external financial resources, the Programme has generated recognition and positive expectations resulting in the mobilization of almost US$10 million externally by December 2001.

The IFP/CRISIS team wishes to acknowledge: the institutional and technical support received from the Employment Recovery and Reconstruction Department (EMP/RECON), the Employment Sector, as well as a variety of other ILO Units at headquarters and in the field; the readiness of organizations at different levels (within and outside the UN system) to collaborate with us; the enthusiastic support of our established office-wide crisis focal points network, and that of our constituents at the different levels. We have been able to develop and clearly demonstrate the ILO’s rapid and comprehensive response capacity.

Eugenia Date-Bah
Director
InFocus Programme on Crisis Response and Reconstruction
International Labour Office
4, Route des Morillons
1211 Geneva 22

January 2002
# Table of Contents

<table>
<thead>
<tr>
<th>Section</th>
<th>Page</th>
</tr>
</thead>
<tbody>
<tr>
<td>Preface</td>
<td>iii</td>
</tr>
<tr>
<td>Executive Summary</td>
<td>vii</td>
</tr>
<tr>
<td>1. Impact attained by the Programme</td>
<td>1</td>
</tr>
<tr>
<td>2. Lessons gathered</td>
<td>2</td>
</tr>
<tr>
<td>3. The IFP/CRISIS’ objectives, activities and progress so far</td>
<td>9</td>
</tr>
<tr>
<td>(A) Knowledge development and tools development</td>
<td>10</td>
</tr>
<tr>
<td>(B) Capacity-building of ILO and its constituents</td>
<td>14</td>
</tr>
<tr>
<td>(C) Advocacy and resource mobilization</td>
<td>22</td>
</tr>
<tr>
<td>(D) Country-level rapid needs' assessment, programme formulation and implementation follow-up</td>
<td>27</td>
</tr>
<tr>
<td>Africa</td>
<td>28</td>
</tr>
<tr>
<td>Arab region</td>
<td>30</td>
</tr>
<tr>
<td>Europe</td>
<td>31</td>
</tr>
<tr>
<td>Asia and the Pacific</td>
<td>32</td>
</tr>
<tr>
<td>Latin America</td>
<td>34</td>
</tr>
<tr>
<td>4. Efforts made at Gender mainstreaming in the Programme’s implementation</td>
<td>36</td>
</tr>
<tr>
<td>5. Inter and Intra-sectoral collaboration in the Programme's implementation</td>
<td>37</td>
</tr>
<tr>
<td>6. Conclusion</td>
<td>38</td>
</tr>
<tr>
<td>Annex 1: IFP/CRISIS Staff List</td>
<td>40</td>
</tr>
<tr>
<td>Annex 2: External funding mobilized by IFP/CRISIS (2000-01)</td>
<td>41</td>
</tr>
<tr>
<td>Annex 3: Some samples of IFP/CRISIS Publications (2000-01)</td>
<td>42</td>
</tr>
<tr>
<td>Annex 4: IFP/CRISIS: Shared roles and responsibilities of the core team, the office-wide crisis focal points, and the various field and headquarters structures</td>
<td>43</td>
</tr>
</tbody>
</table>
Executive Summary

During the reporting biennium, there were many crises – armed conflicts, natural disasters, financial and economic downturns and difficult transitions; indeed crises constituted the norm rather than the exception in some parts of the world. They seriously impacted on employment and other key ILO developmental concerns. The need therefore for ILO to have a global InFocus Programme for CRISIS Response (IFP/CRISIS) was widely recognized. Hence, right from its inception in September 1999, the Programme generated enormous expectations and the Programme’s work plan for the biennium reflected this challenge. At the end of its first biennium of existence, the Programme is in a position to share its fruitful results regarding strides made in its key work areas, constraints encountered, lessons gathered and future prospects. This stock-taking has helped to strengthen our work plan for the next biennium (2002-03).

According to the internal assessment of the Programme’s team, and assessments by the office-wide crisis network, the constituents in the crisis countries already covered and other organizations within and outside the UN system that the IFP/CRISIS has worked with, this new Programme has made “outstanding” progress within its short period of existence. It is contributing to filling a niche hitherto inadequately covered, namely knowledge and tools development and country-level rapid needs’ assessment, programme formulation and implementation focusing on employment, socio-economic integration of crisis-affected groups, social dialogue, protection and other human security challenges in crisis contexts. It has also drawn attention, at different levels, to the unique role of ILO and its constituents in the crisis domain and the capacity-building needed for effectively tackling this colossal problem.
### Milestones

<table>
<thead>
<tr>
<th>Month</th>
<th>Event</th>
</tr>
</thead>
<tbody>
<tr>
<td>Sept. 1999:</td>
<td>Programme began with one regular staff member.</td>
</tr>
<tr>
<td>Jan. 2000:</td>
<td>Office-wide crisis focal points network established and began functioning as one of the instruments for mobilizing the multidisciplinary, inter-sectoral and comprehensive ILO response to the different crises.</td>
</tr>
<tr>
<td>Feb.-Mar. 2000:</td>
<td>GB paper on IFP/CRISIS substantial work during first three months was positively assessed and endorsed by the GB.</td>
</tr>
<tr>
<td>Mar. 2000:</td>
<td>Nobel Peace Prize Winner, José Ramos-Horta, visited ILO upon IFP/CRISIS’ invitation, addressed GB highlighting the importance of the IFP/CRISIS work and programme formulated for East Timor to respond to the territory’s urgent employment, institutional and other needs. He was then made the Programme’s Ambassador.</td>
</tr>
<tr>
<td>May 2000:</td>
<td>Established an external network of crisis researchers from the different regions to work with IFP/CRISIS. Organized the first IFP/CRISIS High-Level Research Consultation to examine relevant available data on crisis, identify gaps and priority areas for the Programme’s immediate research work; and launched its implementation.</td>
</tr>
<tr>
<td>May 2000:</td>
<td>IFP/CRISIS became a member and participated in the Meeting of Conflict and Post-Conflict Reconstruction Network (CPR Network — Donors’ and Key UN and non-UN Institutions), Oxford, UK.</td>
</tr>
<tr>
<td>Sept. 2000:</td>
<td>Made a technical presentation to ILO’s Africa Directors’ Meeting on the IFP/CRISIS achievements, constraints and lessons gathered to date. This generated positive feedback, recognition and endorsement of the Programme’s innovative approach and major achievements within its short duration.</td>
</tr>
<tr>
<td>Oct. 2000:</td>
<td>First crisis capacity-building training of ILO office-wide (field and headquarters) crisis focal points network is organized which generated considerable support for the Programme’s work.</td>
</tr>
<tr>
<td>Nov. 2000:</td>
<td>The Director-General established a Special Task Force (coordinated by IFP/CRISIS and CODEV) for an Emergency Employment Programme in response to the Palestine-Israel crisis.</td>
</tr>
<tr>
<td>Dec. 2000:</td>
<td>Succeeded in mobilizing US$8 million in total from Portugal, UNDP, the World Bank and Italy.</td>
</tr>
</tbody>
</table>
Jan. 2000 - Developed and established close working relationships with several UN and non-UN organizations.
May 2001: Undertook 12 rapid needs' assessment and programme formulation missions to crisis countries.
Attended several donor conferences.
Made technical inputs to many conferences and other meetings on crisis.
Jan. 2001: IFP/CRISIS staff retreat to take stock of work undertaken in 2000 including lessons gathered and to reformulate the work plan for the rest (2001) of the biennium.
Mar. 2001: Special event at GB on response to Gujarat earthquake, which was well received.
Mar. 2001: Rapid assessment missions to El Salvador (after earthquake), Somalia and Palestine
June 2001: Organization, with the Mozambique Ministry of Labour, of a Special event on IFP/CRISIS's response to the Mozambican floods.
June 2001: Second Consultative meeting with workers, employers’ and government delegates on Crisis Response.
July 2001: Successful IFP/CRISIS participation in the informal panel on Natural disaster preparedness and response measures.
July 2001: Developed a strategy paper on the reintegration of ex-combatants and ex-police into civil life in Sri Lanka, which was greatly appreciated by the country.
July 2001: Needs Assessment and programme formulation mission to Southern Peru in the aftermath of the earthquake.
Aug. 2001: IFP/CRISIS joined a high level inter-agency mission to Colombia to assess socio-economic and other urgent needs of internally displaced people.
Sept. 2001: IFP/CRISIS advocacy efforts to develop cooperation with the European Union and to mobilize resources from the European Commission.
Nov. 2001: At the UN General Assembly in New York, IFP/CRISIS delivered a policy statement and moderated a panel discussion on reintegration of refugees and displaced populations, in cooperation with, IFRC and UNHCR.
Nov. 2001: Presentation on refugees and displaced population to the UN General Assembly Third Committee.
Dec. 2001: Responded to a number of requests for the IFP/CRISIS inputs to high-level technical meetings (e.g. New York, International Peace Academy, Brussels-EC).
1. **Impact attained by the Programme**

The Programme has made a major impact within a relatively short period.

Its success may be judged in terms of the following:

- positioning the ILO as a visible player in the crisis response arena;
- increasing emphasis on employment and other decent work challenges in crisis response agendas;
- increasing recognition and appreciation of ILO’s crisis response capacity, especially in several major crises where IFP/CRISIS intervened, including as part of the inter-agency response.
- Increasing sensitivity of some donors to provide funding for programmes covering employment and other ILO concerns in crisis contexts.
- increasing utilization at the different levels and by different actors of the key tools and knowledge/research outputs produced by the IFP/CRISIS;
- progressively increasing the number of ILO staff with crisis response capacity as a result of the IFP/CRISIS capacity building training activities and joint country interventions;
- spreading the crisis response culture which has gradually become pervasive in the ILO, particularly in the field structures;
- strengthening of internal partnerships gradually to provide a more coherent ILO response to specific crises;
- generating, through country-level interventions, visible job recovery and vulnerability reduction for the targeted victims of the crises;
- stimulating greater interest and involvement of our constituents in ILO’s crisis response work;
- creating considerable demand in international and other fora for ILO’s technical inputs and insights on crisis response.
2. Lessons gathered

A major premise of the InFocus Programmes is to concentrate ILO’s efforts and capacities in a few areas where the ILO can demonstrate its comparative advantage and excellence. Of the on-going eight InFocus Programmes (IFPs) in the ILO, IFP/CRISIS is the only one which reflects a new area for the Organization’s specialization and also provides scope for pulling together the expertise in the different sectors, packaged and adapted to an issue that is currently the focus of the whole world. It also gives the Organization an opportunity to show its sensitivity to fragile and unstable contexts and to demonstrate the relevance and utility of its decent work agenda to contemporary issues of serious concern.

A new programme requires special support from the Sector where it is located and from PROGRAMME to ensure that it has the resources — staff and funds — to be able to commence and operate. This is particularly critical in the case of a crisis response programme whose key feature is rapidity of action. (In most UN organizations, such programmes enjoy this kind of substantial and enduring support despite having often been in existence for some time).

Instead, the IFP/CRISIS was allocated the smallest staff complement and resources among the three InFocus Programmes in the Sector, despite the enormity of its assigned task and it had to operate for nine months of the last biennium without any RBTC funds. The large number and quality of outputs and other major achievements of the Programme are mainly due to the high commitment of members of its small team, each of whom has had to assume the workload of two to three persons and to maintain very punishing work schedules. Even without any increase in the resources of the Programme for the next biennium (2002-03), the staff’s heavy workload will not only remain but will actually increase since its efforts during the recent past have begun to generate greater expectations and further demands. Furthermore, far from abating, the number of crises is actually increasing which will pose additional financial and staff demands.
(i) Funding

♦ The IFP’s experience in several crisis situations points to the need for immediate availability of funds to initiate, without loss of time, country level programmes. This is essential to avoid loss of momentum and credibility after successful rapid needs’ assessment and programme formulation missions. Programme and budget allocations must be made across the board, and we would recommend that this should be 10 per cent of all departmental and field budgets. While many donors are keen to fund immediate humanitarian assistance, few are readily forthcoming on funding medium to long-term reconstruction needs. This issue has also been stressed repeatedly by the UN Secretary-General. The above observations and the fact that almost 80 per cent of the IFP/CRISIS activities deal with knowledge and tools development, capacity-building and advocacy, which are not significantly dependent on external funding, make it inappropriate to assess the enormous achievement of the Programme solely in terms of mobilization of external resources. Despite this, the Programme by the end of the year 2001 had succeeded in mobilizing almost US$14 million for programme implementation in several countries (RDC, Mozambique, East Timor, Somalia, Solomon Islands and Colombia). On some occasions also, the IFP/CRISIS’ technical inputs to the field structures crisis response work have contributed to securing donor funding for their work.

♦ The Programme has succeeded in projecting the importance of employment and related social and economic concerns in addressing crisis and post-crisis situations in several countries and fora. This has been most effective where the ILO has been able to establish an early presence and undertake technical cooperation activities to demonstrate its approaches and capabilities.

♦ The Programme activated its Rapid Action Fund with US$500,000 of RBTC funds recently received. This amount had been fully utilized by mid March 2001 in essential and visible work in Gujarat (India), Mozambique, Palestine, Sierra Leone, Solomon Islands and South Lebanon. Additional ILO resources therefore had to be requested for the rest of 2001. An appeal for external donor support for the Programme’s country level technical assistance work is, therefore, urgently needed. The utilization of the small ILO seed money in the Rapid Action
Fund has reaped large dividends with a return of US$14 million on the US$0.7 million outlay. It provided the required flexibility and means for acting rapidly as required in a crisis response. A basic allocation of US$1.0 million per biennium now needs to be a regular component of IFP/CRISIS Programme. This allocation should be available at the very start of the biennium. Also funding modalities need to be more flexible to enable the ILO to tackle crises, like that in Afghanistan, which came at the end of a biennium.

- Mobilizing external funding for the speedy follow-up to the IFP/CRISIS’ rapid country response activities requires more than the efforts of the IFP itself. A complementary effort at the highest institutional level should be undertaken to contact selective donors to encourage them to support the IFP/CRISIS and the general crisis response work of the ILO.

- Greater flexibility needs to be built into our programming system and into major ongoing programmes (like IPEC, INDISCO, Jobs for Africa, etc.) to be able to quickly redirect resources and activities to countries or parts of countries where crises occur.

(ii) **Partnerships**

- Field-headquarters cooperation and also inter-sectoral and external partnerships have been, and will remain, key facets of the IFP/CRISIS’ implementation strategy to ensure the multidisciplinary and coherent response required in different crises. In some regions, our experience so far on cooperation at headquarters and with the field has been positive. In a few instances, however, planning and implementing timely or effective rapid needs’ assessment and programme formulation missions are often found to be far too disruptive by some units which are yet to fully accept ILO’s new crisis response rules on flexibility and crisis preparedness. Owing to the IFP/CRISIS’ small size, its role has to be seen as a catalyst drawing out the best technical expertise available to the ILO at headquarters and field and focussing it on a specific crisis situation. Irrespective of where the initial contact is made, the immediate response and subsequent follow-up will have to be coordinated by the regional office and the relevant field structures. The headquarters and the field will contribute
to the IFP’s advocacy on the importance of the employment and other socio-economic dimensions of the different crises and of the key role of the ILO and its constituents in this sphere. Additionally, the IFP’s manuals, guidelines and other tools for crisis response and reconstruction will be developed further working closely with the headquarters units and the field. The experience gained by both the field and the IFP/CRISIS has to be regularly shared and the lessons learnt taken into account in planning future responses.

- Field-headquarters cooperation has also to include internal and external resource mobilization and early warning monitoring of potential crisis countries in the regions. The regional and area offices can set aside some proportion (about 10 per cent) of their biennial RBTC allocations for responding quickly to crises owing to the large number of crisis countries in the region. Each region should identify, during programming exercises, countries where crises appear imminent, and make contingency plans for responding or taking preventive measures, as appropriate.

- We have also learned that (in addition to the desk officers of donors for crisis-related situations, humanitarian and reconstruction responses to crisis being quite different from the normal ILO donor contacts) some donors have decentralized structures in the field. This makes it essential for the ILO field structures to be closely involved in the IFP/CRISIS’ resource mobilization efforts, especially for funding programmes formulated for the crisis-affected countries and their sub-regions. The roles and responsibilities of the IFP/CRISIS core team, the office-wide crisis network and the diverse field structures are now well defined and are annexed to this report.

- The IFP/CRISIS unlike the other IFPs has no designated specialist in any of the ILO/MDTs or regional offices despite the prevalence of crises within most regions. The existing focal point network cannot overcome this vacuum. It has to be complemented with specific officials appointed at the regional level as well as in selected MDTs covering predominantly crisis countries. This is an important issue worth serious consideration in the review of the ILO field structures.

- Our collaboration with various UN agencies in the field is now increasing to include ILO participation in the local UN
Disaster Management Teams which are often set up at the country level which provide us with an opportunity for highlighting ILO’s role and contribution in the sphere of crisis response. Participation in such frameworks and information gathered should be periodically reported back to the IFP/CRISIS. We have provided technical inputs to the UNDMTs from headquarters and will continue to do so. Such inter-agency collaboration in crisis response work can be facilitated by the ILO adopting special rapid administrative systems and other procedures for approving action and resources as well as having a special lower overhead for emergency interventions, as several other agencies have.

(iii) **Capacity-building**

The effective application of the rapid response concept requires flexibility, adequate resources and adequate permeation of crisis sensitivity and culture throughout the various ILO structures. It cannot be “business as usual”. We have to be bold and innovative and also willing to modify our approaches to suit the specific crisis context. Thus the crisis capacity training conducted in Turin (Italy) in October 2000 and the sub-regional one in Kribi (Cameroon) in April 2001 was followed up towards the end of the biennium and will be followed up in the subsequent biennium by training of trainers, regional and sub-regional crisis training to ensure that many ILO staff develop this sensitivity and are able to contribute meaningfully to rapid crisis response. Such training will also create awareness of the complex nature of the context and therefore the need to take into account, in our work there, the political sensitivities, the possible absence of a legitimate government and the objectives of reconciliation, restoration of hope, peace consolidation and nurturing etc. in such contexts.

Crisis response should not only imply that our activities are put in place in response to actual crises but should also imply mainstreaming of crisis awareness (crisis prevention) in our normal programmes and activities, i.e. the totality of our work to ensure ILO’s comprehensive preparedness and planning of a response to the crisis. Thus more internal advocacy on crisis response will be stressed by the IFP/CRISIS in its 2002 work, starting with a half-day session on the issue with senior management. The internal
capacity-building training workshop will be continued and reinforced.

(iv) **Other lessons**

- The participation of the vulnerable crisis-affected groups in the design and implementation of the employment and other programmes intended for them, is an integral feature of our approach. It permits them to break the cycle of dependence in which they are often caught, boosts their hopes, maintains their dignity and builds self-reliance.

- Since crises are so many and occur at such frequency, it is impossible for the IFP/CRISIS with its small staff, even when assisted by field structures, to respond to all of them. We have therefore devised a set of criteria to guide our selection of crisis countries for response. They include the following:
  - the degree of gravity of the crisis in terms of its impact on employment and other ILO concerns;
  - the degree of development and capacity of the country concerned to deal with the repercussions;
  - the level of UN concern, the political profile of the specific crisis and the degree of planned UN involvement in responding to it;
  - the recentness of the crisis;
  - demand by our constituents, relevant regional department, area office MDT, etc. of the appropriateness and timeliness of ILO’s intervention;
  - ILO’s technical capacity and availability of relevant staff for the needed response;
  - likelihood of sustainable impact of ILO’s intervention;
  - the level of workload of the IFP/CRISIS team at a particular time (including the number of crises being handled and their other work responsibilities);
  - the nature of the security situation.
The Programme will try to ensure a stricter compliance with the criteria it has established for deciding on a crisis country to respond to. It will intensify its close collaboration with the field structures and the technical programmes in the crisis response work. Furthermore, it will continue to decentralize the implementation of many of crisis response programmes.

In addition to the above criteria, the IFP/CRISIS has an exit strategy whereby it phases out its active involvement in a crisis country after one year, leaving the field structure concerned with the main responsibility of backstopping the country. This accords with the IFP/CRISIS team’s mandate to “spearhead, prepare, plan, mobilize, assess, initially manage and evaluate ILO’s crisis response”. All of this has to be done in close collaboration with the field structures and other headquarters’ technical departments for the latter units to take over in due course.

Work plans in a crisis response programme cannot be rigid but have to be dynamic and need to be able to accommodate unforeseen demands and emergencies, which merit urgent attention.
3. The IFP/CRISIS’ objectives, activities and progress so far

The Programme commenced its activities with the following four main objectives:

1) to develop a coherent ILO framework and comprehensive capacity to respond speedily and in an effective manner to the different crises — armed conflicts, natural disasters, financial and economic shocks and difficult social and political transitions;

2) to promote the socio-economic reintegration and poverty alleviation of the crisis-affected groups — refugees, internally displaced people, returnees, demobilized combatants, retrenched workers, the increased numbers of disabled persons and female heads of households and child labour etc.;

3) to increase awareness at the national, regional and international levels of the importance of tackling the employment problems inequalities and other social concerns in crisis situations and of ILO’s unique expertise and comparative advantage in this area;

4) to build the capacity of ILO constituents and ILO structures to play a greater role in crisis monitoring, prevention and tackling of adverse consequences.

The publication on Crisis Response and Reconstruction which is available in three languages (English, French and Spanish), contains the initial objectives, activities and work plan of the Programme.

The activities planned during the 2000-01 biennium towards achieving the above objectives fall under:

A. Knowledge development and tools development

B. Capacity-building of ILO and its constituents

C. Advocacy and Resource Mobilization

D. Country-level rapid needs’ assessment, programme formulation and implementation follow-up.

The Programme’s limited staff has, by dint of and sustained effort, achieved significant progress in all the four key areas.
(A) **Knowledge development and tools development**

- Organized international research consultation with researchers drawn from the different regions of the world to identify some of the key research issues the programme needs to focus on, to set up the nucleus of an external research network that the IFP/CRISIS will work with to fill the identified knowledge gaps.

- Some follow-ups to the identified research studies have been launched. They include: gender and the different crises; the role of core labour standards and other ILO fundamental principles and rights in crisis response, social dialogue in crises contexts and business corporations’ role in crisis prevention, resolution and post-crisis reintegration and reconstruction, coping strategies of indigenous populations to crisis situations; Employment and other ILO concerns in Early Warning and Early Response; Role of private sector businesses in responding to the Gujarat earthquake; voices of child soldiers; measurement of the employment impacts of natural disasters.

- Additional studies were also undertaken, such as on Afghan women and on the country’s current employment and socio-economic situation and prospects. The aim was to strengthen the preparation of ILO’s response to the Afghanistan crisis, especially its reintegration and reconstruction challenges.

- Some of the completed research outputs and tools have been published and/or printed (e.g. in Annex 3).

A benchmarking study has been completed with UNOPS to position the IFP/CRISIS among the various international actors in the crisis field.
Other efforts in Knowledge and tools development included:

* a full scale research programme covering many of the essential research areas for the IFP’s focus has been formulated to seek external funding for its implementation;
* commenced a manuscript for possible publication on Decent work in Post-Conflict Reconstruction: Challenges which will bring together ILO’s research data accumulated during the past five years;
* participated in a UN expert group meeting on gender and disaster reduction held in Ankara in November 2001 and provided a paper on the ILO and Natural Disasters;
* initiated a global research programme, called Voices of Young Soldiers, on the root causes of children’s participation in armed conflict;
* continued to promote use, by other actors besides the ILO, of the IFP/CRISIS and other relevant ILO materials in the crisis contexts.

A sample of the technical papers, prepared by the IFP/CRISIS, during the reporting period are provided in the box (next page):
Technical Papers

September 1999 - December 2000

- Date-Bah, E.: The ILO InFocus Programme on Crisis Response and Reconstruction and its Research Needs (May 2000).
- Date-Bah, E.: Gender in Crisis Response and Reconstruction (Mar. 2000).
- Date-Bah, E.: Employment and Other Socio-Economic Challenges in Post-Crisis Recovery, (Seventh CPR — Conflict and Post-Conflict Reconstruction Network, 2000).
- ILO: Crisis Response and Reconstruction: An ILO InFocus Programme (Geneva, Nov. 1999).
- ILO: Report on Consultation with Workers and Employers Delegates (June 2000).
Cont’d. ....

- Specht, I.: Rebels and Soldiers, religion and healing in contexts of armed conflict in Africa.
- Specht, I.: Jobs for demobilized soldiers, rebels and soldiers, early preparedness and sustaining capacities.

January – June 2001

- ILO: First Sub-regional Crisis Response Capacity-Building Workshop (Kribi, Cameroon, Apr. 2001).
- ILO: Crisis-affected Peoples and Countries: ILO’s operational activities (June 2001).
- ILO: Crisis Response Special Event on ILO’s rapid response to the Mozambican floods (June 2001).
- OIT: Apoio ao processo de recuperatcao de emprego na area afectada pelas cheias de chokwe (Marco de 2001).
- Parnell, E.: Cooperatives in crisis resolution and reconstruction (ILO COOP/IFPCRISIS).
July– December 2001

- Date-Bah, E.: Crises and Decent work: A collection of essays (Geneva, August 2001).
- ILO: Crisis Response and Reconstruction (October 2001).

(B) Capacity-building of ILO and its constituents

- Set up an office-wide crisis focal point network at headquarters and in the field. Most headquarters and field structures have already nominated crisis focal points for the network. This network links focal points throughout the ILO’s technical departments at headquarters and the MDTs, area and regional offices in the field, to ensure a coherent and rapid ILO response to the different crises. It also serves to bring together, in a single programme, a small full-time core crisis response team and the contributions of a much larger field and headquarters staff.

- Held (in collaboration with Turin Centre and a well-known crisis training consultancy group) the first ILO crisis capacity building training in October 2000. Among the workshop’s 40 participants were Directors of some ILO field structures, technical specialists, the IFP/CRISIS’ core team, representatives of ILO constituents and selected UN and non-UN organizations – OCHA, UNHCR, UNDP, UNOPS, ICRC, ICFTU and IOE.
The workshop was able to provide:

- understanding of the ILO's InFocus Programme on Crisis Response and Reconstruction and ILO's role, framework and comparative advantage in crisis response;
- an introduction to crises and why it is not "business as usual";
- an overview of structural and proximate causes of crises and links to crisis early warning and response;
- causes, challenges and impacts of the different types of crises;
- how ILO's mandate, comparative advantage and capacities fit into response to crisis environments;
- specification of roles and responsibilities of the ILO Crisis Response core team and the focal points in the field and headquarters;
- ILO's crisis response experiences, possible frameworks and lessons learnt;
- recent ILO's rapid needs' assessment experiences in countries and lessons gathered;
- tools for conducting ILO's rapid needs' assessment in crisis-affected countries and for ILO's generic response to the different crises;
- how other organizations and partners are dealing with crisis situations (e.g. World Bank, UNDP, UNHCR and ICRC) and scope for collaboration between them and the ILO in crisis response;
- critical operational and other issues in ILO's crisis response;
- examination of concrete country crisis case studies to identify proximate and structural causes and operational issues in ILO's Response.

A number of follow-up activities were identified, such as:

- regional and other capacity-building training workshops involving ILO staff, constituents and other relevant bodies;
collaborative initiatives with other UN agencies represented at the workshop and others;

- involvement of all the relevant ILO field and headquarters structures in advocacy and resource mobilization and country-level activities in relation to crisis response;

- quick revision and finalization of the rapid needs’ assessment and generic ILO response manuals for wide dissemination and use within and outside the ILO;

- mainstreaming of crisis response sensitivity and culture in ILO’s work;

- participants' briefing of their offices and colleagues on the workshop and fulfilling the other commitments made.

What took place at the workshop marked a critical step forward in the capacity-building process envisaged under the IFP/CRISIS Programme. Participants found the workshop to have been innovative and very useful in terms of enhancing their knowledge and capacity for crisis response work. Regional and sub-regional follow-ups have been planned for 2001 and the next biennium.

IFP/CRISIS and ILO/EMAC jointly organized a Sub-regional Crisis Response Capacity-building Workshop — Kribi, Cameroon, 22-26 April 2001

The workshop was one of the follow-up activities identified at a capacity-building workshop for the office-wide network of crisis focal points held in Turin in October 2000. Since most of the 11 countries covered by ILO/EMAC are coming out or are still in the midst of armed conflicts and are suffering from social and political instability and economic weaknesses, the employment challenges are considerable and new vulnerable groups have emerged besides the old ones.

The workshop set out to:

- strengthen the technical knowledge and skills of ILO officials from field offices or working in ILO projects in the Central African sub-region and their capacity to
contribute effectively to the ILO’s multi disciplinary response to crisis situations, in particular in conflict-affected countries;

✓ reflect on how to work together towards improving the design, planning and implementation of an ILO coherent response to a crisis situation.

The Kribi workshop was tailored to the mixed profiles of participants (MDT, Area Office, Regional Office, Jobs for Africa, TCP, IFP/CRISIS; specialists in norms, vocational training, employment, enterprises and cooperatives, social protection, employers activities, statistics, programme development; directors, specialists, experts, programme staff). Each crisis has its own specificity and an active interaction based on the participants’ rich experiences and the exchange of information on the region brought an invaluable dynamics into the discussions.

All participants had the opportunity to widen their knowledge and readily contributed to the refinement of analytical and operational tools. The workshop helped to develop a common understanding and vision of ILO crisis response.

The workshop was set up as a “retreat” which facilitated the availability of the participants beyond the
formal timetable. Participants showed a high commitment to a very intensive programme, alternating plenary sessions and group work. The convivial surroundings fostered group cohesion and boosted productivity.

The Programme was organized in six blocks:

✓ The different types of crisis: diagnosis, nature, characteristics;
✓ Early warning systems and prevention;
✓ Crisis response: needs assessment and intervention design;
✓ Coherence and integration of different technical components of a crisis response;
✓ Vulnerability and target groups;
✓ Operational and organizational issues.

Special emphasis was put on how to build a comprehensive and coherent response with complementary competence in the peculiar crisis context which often calls for urgent action. A crisis is not “business as usual.” The nature of the crisis context, its colossal and, at the same time, complex employment problems require a special and timely approach. It needs multisectoral interventions embracing all the dimensions of employment but integrated in a synergetic whole. ILO strategies may vary: direct intervention, or to join forces with other major players or to add a “job/decent work” value to their programmes.

Coherent collaboration/coordination between IFP/field, between IFP/sectors, between MDTs/field offices/Regional Office, collaboration/coordination with other agencies is a requisite to effective response. All ILO structures should mainstream crisis prevention and aim at reducing vulnerability to crises. Early warning systems should be developed and built into regular ILO programmes. The workshop also discussed specific themes related to the crisis contexts (e.g. AIDS, Gender).

The workshop was evaluated very positively by the participants. The following strong points were highlighted as the main outcomes of the workshop: a strategic, effective and visible ILO response; a common vision; a coherent strategic framework; the capacity to anticipate; synergies; internal partnerships; sharing tools and success stories; the definition of responsibilities; knowledge and use of existing
competence and skills; networking; and the need to develop ILO administrative and financial procedures facilitating a timely and rapid response.

Organized the first **ILO crisis training of trainers (TOT)** workshop for November 2001. Building on the success of its crisis capacity building workshops in Turin, Italy in October 2000 and in Kribi, Cameroon in April 2001, the InFocus Programme on Crisis Response and Reconstruction (IFP/CRISIS) convened its first ILO Crisis Response Training of Trainers Workshop in Turin, Italy from 26 to 30 November 2001. Capacity building is one of the four main pillars of the IFP/CRISIS work, the other three being knowledge and tools development, advocacy and rapid country-level crisis response.

The Programme’s Training Strategy calls for the training of officials from various ILO offices and units who can in turn become the trainers of other ILO staff, constituents and the various actors with whom they work. This workshop brought together 23 participants from ILO Regional and Area Offices, MDTs and diverse headquarters’ technical units. These participants came with different backgrounds, disciplinary perspectives and expectations, but all shared the common goal of wanting to learn more about ILO’s crisis response work and to develop techniques and capacity for training others in this field.

The workshop design reflected a balance of two objectives. Enrichment of participants’ knowledge of the special challenges of the different crisis contexts and of how ILO faces these challenges in a coherent way served as a backdrop to the training of participants in the skills necessary to convey key crisis messages and training to others.

Thematic sessions focused on: the nature and structure of...
IFP/CRISIS; whether or not crisis response is “business as usual” for ILO; crisis early warning and causes; decent work issues in the crisis context; practical ILO experience in crisis response; operational and organizational issues which shape ILO’s crisis response; external partnerships; and the IFP/CRISIS’ capacity building and advocacy strategies.

Other sessions covered training skills including: communication skills; effective facilitation; a review of available crisis response training materials; and the design of training events. The methodology of the workshop included plenary presentations, group work and individual assignments. Participants also got the opportunity to immediately put their skills to work, making a 15 minute presentation on a crisis-related topic of their choice and working in groups to facilitate an interactive session on one of four key crisis issues: re-integration of ex-combatants; gender issues in armed conflict; ILO’s role in relation to other crisis response agencies; and the role of ILO in the immediate response to a natural disaster.

A workshop for the trade unions was organized in Sierra Leone in December 2001, by the SLLC and ACTRAV with IFP/CRISIS was a co-sponsor and provided technical support. The workshop focussed on the potential role of trade unions in post-conflict reconstruction.

- Jointly with ACTRAV and ACT/EMP, the IFP/CRISIS organized two consultative meeting with Workers’ and Employers’ delegates, at the International Labour Conference (ILC). The first one in June 2000, on their roles and experiences in crisis contexts, generated a lot of interest and more demands for the Programme’s assistance.

- Developed a medium-term (2000-05) crisis capacity-building training strategy and plan for the IFP/CRISIS operations.

- Made an input to the seminar, held at the ILO, Geneva, on Consensus building for Peace in Colombia.

- The Second Consultative Meeting was held on 18 June 2001, during the International Labour Conference. The aim was to bring together representatives of workers, employers and government delegates to share information, visions, strategies and insights in the common endeavour to prevent, resolve and tackle the adverse consequences of armed conflicts, natural disasters, severe economic and financial downturns and difficult social and
political transitions. Such an exchange of views would deepen the understanding of all concerned, and enhance commitment to make greater and more effective contributions in this area of ILO’s concerns. The meeting was planned to be highly interactive and to throw up synergies on many different aspects of the subject of crisis to inform the work of IFP/CRISIS, the ILO constituents and the other ILO units which share in that work.

Each presentation focused on:

✧ initiatives of his/her organization in crisis response and lessons gathered;
✧ key indicators for monitoring the onset of crisis;
✧ perceived critical role of ILO constituents in the prevention, resolution and tackling of the after-effects of crisis;
✧ what is required of ILO to enable one’s to respond effectively to the needs of the local membership in the context of crisis response;
✧ role of international solidarity (among various constituents) in crisis response and best practices in this area which may be of benefit to other groups internationally;
✧ how to contribute to awareness raising, in countries and regions and internationally, about the often devastating effects of the various types of crisis on jobs and livelihoods, about the work of ILO in crisis response and reconstruction, and about the critical role constituents can and do play in this area; and
✧ steps ILO can take to strengthen its current activities on crisis response and reconstruction.

- ILO staff training on crisis was done at the ILO area office in Kinshasa.
- Collaborated in earnest with some of the ILO technical sectors and programmes to generate guidelines and tools that can be used for capacity-building. Examples are manuals on: Cooperatives’ Role in Crisis Contexts and the Local Economic Development (LED) in Post-Crisis Situations.
C. Advocacy and resource mobilization

In mid-June 2001, IFP/CRISIS was joined by an Advocacy and Resource Mobilization (ARM) Specialist, whose responsibility within the Programme spans from awareness to interagency relations.

The main effort was produced on the planning level. After a series of discussions involving IFP/CRISIS team, the ARM Specialist prepared a plan of action focussing on the promotion, advancement, visibility and international recognition of the employment dimension of crises and ILO’s contribution to its management.

Ways to interact with potential partners and constituents were identified and priorities established. It was considered essential to work closely with the international humanitarian and development communities. The promotion of strategic partnerships with some UN agencies was advanced. In the area of public information, a close working relation with the ILO’s Department of Communication (DCOMM) was sought.

Donor relations were also promoted with a series of meetings involving Geneva based Permanent Missions and key European Union offices such as ECHO. A stronger presence in the interagency consultation mechanism led by OCHA in Geneva was also made possible.

The main advocacy activities carried out during these first six months included:

- Organisation with OCHA of a Special Event/Panel Discussion of Crisis Response during the Geneva ECOSOC session.
- Organisation of IFP/CRISIS participation to the UN Open Day (27-28 October) with a stand set-up in partnership with LEGO, Danish private firm, as a special promotional event.
- Participation to ITU Telecom Africa 2001 Forum (Johannesburg 12-15 November). A speech was given and an ILO stand was set up for the duration of the Conference.
- Organisation, jointly with UNHCR and IFRC, and with NYLO support, of a panel discussion on the subject of: “Reintegration of Refugees and Displaced Populations” during the UN General Assembly, in New York.
• Preparation and rendition of a statement on behalf of ILO at the 56 session of the UN General Assembly, Third Committee (New York, 20 November 2001).
• Preparation and participation to briefing sessions of the interoffice crisis network on the crisis in Afghanistan.
• Participation to the annual general assemblies of UNHCR and of IFRC.
• Promotion of regular consultations with UNDP, UNICEF, WFP and other key development agencies.

In the area of public information, the main outputs included:

• The preparation and issuance of the IFP/CRISIS brochure “Crisis Response and Reconstruction”.
• The issuance of the poster “Decent Work matters in crisis”.
• The start of a documentary production on “Decent Work in Crisis” with video shooting in Croatia and El Salvador.
• The improvement and update of IFP/CRISIS website (www.ilo.org/crisis).
• The launch of an art-photography project component related to the “voices of young soldiers” project.
• Several media interviews including a 15-minute programme on Italian TV.
• A close working relations was established with Reliefweb and ILO started being featured on this important electronic network covering all humanitarian crises.

Other advocacy and resource mobilization activities

Technical and other inputs made to outside conferences and other meetings, e.g. by OCHA, World Bank/Manila, OSCE, UN Staff College’s Early Warning Training, UNSC’s TAPI training activity in Africa, World Bank, Geneva weekly meetings of humanitarian organizations, UNIDIR seminars on small and light weapons, the Mediterranean Women’s Research Centre’s training project for the Balkans; UN General Assembly Working Group on Causes of Conflict and Promotion of Durable Peace and Sustainable Development in Africa and other sessions, the Humanitarian Affairs Segment of ECOSOC, UN University for Peace Expert Group Meeting, Conflict and Post-Conflict Reconstruction – CPR-Net, and the Forum on Early Warning and Early Response – FEWER, etc.; International Seminar of the Clingendael Institute’s Conflict Research Unit covering “Reframing Post-Conflict
Rehabilitation: “Beyond clichés from the past”, Institute of Social Studies in the Hague, University of Turin, University of Geneva and other research institutions, UN and non-UN events and the media.

Invited an eminent personality from one of the crisis countries viz. Ramos Horta to the GB-ESP in March 2000.

Made inputs to several ILO meetings e.g., GB paper, reviewed positively by the GB-ESP March 2000; GB’s special Gender Session on Beijing plus five.

A staff member served as technical adviser to the Committee on Sustainable Peace Building, at recent ILO London Office (and Trade Union Congress) model International Labour Conference, organized in Glasgow.

Made presentations at ILO Directors’ Meeting in Dakar and GENDER and Poverty and other Seminars.

Continued to organize internal seminars for the crisis focal point network e.g. in February, there was one on ILO’s response to the earthquakes in El Salvador and Gujarat-India.

Continued to develop close working relationships with the UNHCR, OCHA, ICRC, UNDP, WHO, IOM, UNOPs, World Bank, UNDMTP, UNIDIR, WFP, UN University for Peace, other universities and research institutions and a number of NGOs, etc.

Commenced compilation of fact sheets on key facets of the IFP/CRISIS work which will soon be printed for distribution and other advocacy work.

Joined the relevant inter-agency and other frameworks on the different crises e.g. the Conflict and Post-Conflict Reconstruction Network of donors and UN agencies (CPR), Forum for Early
Warning and Early Response (FEWER), Humanitarian Coordination Meetings in Geneva under OCHA. Also started the necessary process to join the Inter-Agency Standing Committee (IASC).

Participated in the World Bank-UNDP working group on Discrimination, demobilization and reintegration of ex-combatants in the Great Lakes Region.

Made a technical input to a meeting in Geneva, hosted by the ILO and other institutions, on consensus building for peace in Colombia.

Took advantage of the Governing Body Session in March 2001 to hold a photographic exhibition, including a continuous PowerPoint presentation on the Gujarat Earthquake and a discussion session highlighting employment and livelihood-related issues in the context of ILO’s rapid response. The event was jointly organized by IFP/CRISIS and GENPROM, with support from the ILO’s Department of Communication. The presentations at the event highlighted: the joint effort of headquarters and the field which had resulted in a package of interventions aimed at responding quickly to the priority needs of the affected population; collaboration between the IFP/CRISIS and GENPROM; the involvement of our local constituents and the Self Employed Women’s Association (SEWA); the different steps taken in the ILO response and the nature and rationale of the proposed interventions concentrating on immediate needs and what the affected people most wanted: dignity, security and self-reliance; other rapid responses the IFP/CRISIS has undertaken in other regions and the lessons gathered from them, including providing a window of opportunity for the ILO to push forward the decent work agenda, to demonstrate its human face and give hope to people through employment; the IFP/CRISIS strategy of employing
a collaborative approach, working both within and beyond the Employment Sector and also with relevant field structures in its crisis response work; and how to build on, and utilize, existing ILO technical assistance in the regions before the crisis on set.

Succeeded in obtaining a) internally, a total of almost US$700,000 from the ILO’s Reserve Funds which was used as seed money to commence timely implementation of some activities in crisis response programmes in Afghanistan, Mozambique, Sierra Leone, South Lebanon, India (Gujarat), Solomon Islands, El Salvador, Peru etc; and (b) externally, US$14 million from Italy, Portugal, the World Bank and UNDP for implementation of a number of country crisis response programmes, such as in Colombia, East Timor, Mozambique and Solomon Islands.

Various efforts have been made at resource mobilization such as attending donor appeals processes and individual meetings with several donors, joining the relevant donor frameworks on post conflict and other crisis response and development of cooperation with donor UN system organizations. Additionally efforts have been made by Development Cooperation Department (CODEV) to contact the traditional ILO donors. We were fully aware of the time it takes for any new programme to establish relationships with donors. This is compounded by the fact that donors for
crisis response are not necessarily traditional ILO donors. This requires further efforts to develop such contacts by the IFP/CRISIS. And the adaptation of financial and administrative procedures that allows the ILO to be a competitive player among other agencies involved in crisis response work. Most of the latter agencies have special administrative and financial rules for their crisis response units’ activities.

A support group of donor countries was identified and a first briefing was organised with the intent of raising support for ILO’s “Jobs for Peace” programme in Afghanistan.

The close cooperation established with UNDP, UNHCR and OCHA is likely to produce positive results also on this key activity.

At the end of the year, arrangements were made with the Dutch Government for the inclusion in IFP/CRISIS staff of an Associate Expert in Advocacy and Resource Mobilization. This officer joined IFP/CRISIS at the beginning of January 2002.

(D) Country-level rapid needs’ assessment, programme formulation and implementation follow-up

- Rapid needs assessments undertaken with the regional offices (and relevant MDTs and area offices) to Mozambique after the floods, Sierra Leone, Kosovo, Somalia, South Lebanon, East Timor, Democratic Republic of the Congo, El Salvador, India - Orissa cyclone and Gujarat earthquake, Venezuela, Solomon Islands and Ethiopia. In addition, the IFP/CRISIS accepted an invitation to join an inter-agency needs’ assessment mission on the post-conflict situation in the Horn of Africa, Sri Lanka and Casamance in Senegal, to participate in the planning for peace programme for Sudan, to elaborate contingency plans for Somalia and to undertake assessments in Colombia covering internally displaced populations, ex-combatants and child soldiers.
Several post-crisis technical assistance programmes have been formulated following the above missions. These include:

**Africa:**

- A programme for employment recovery and reduction of economic vulnerability in Mozambique was formulated (to strengthen national capacity to respond to the employment challenges of the floods; to ensure consideration of the employment dimension in the reconstruction and rehabilitation policies and programmes formulated in the aftermath of the floods; and to promote revival of local economies). Part of this programme in the region of Chokwe, started towards the end of 2000 with seed money from the IFP/CRISIS’ Rapid Action Fund. It has had tremendous impact and consequently attracted Italian funding for a programme on economic recovery of small businesses in the areas affected by the 2000 floods. Another mission, fielded in March 2001 by the IFP/CRISIS, has therefore formulated the requested programme as well as to take into account the new floods that recently occurred in the country.
Together with ILO Area Office Director in Kinshasa, the IFP/CRISIS has undertaken a number of preparatory missions and currently commenced implementation of the first phase of the World-Bank project entitled “Preparatory phase for a reintegration programme for demobilized soldiers in RDC”. The Ministry of Finance officially approved the World Bank’s (post-conflict fund) proposal that the ILO should manage and implement the activities covered by the grant. The project represents the first time that child soldiers are explicitly included in the target group of an ILO reintegration project. Because of the remarkable progress made by the ILO in the project’s implementation, the World Bank has provided additional funding for the project.

In **Sierra Leone**, one of the IFP/CRISIS programme proposals from various missions with the Dakar MDT covers employment for peace in Sierra Leone which has been strongly endorsed by the constituents (covering skills training linked to labour market opportunities for self employment, business support services woven around the establishment of local economic development agencies and reintegration projects for disabled people and youth). Since April 2001, the IFP/CRISIS programme jointly with ILO/Dakar have started implementing with some of its seed money, some youth employment and employment services activities in the country while still searching for donor funding for the comprehensive employment for peace programme formulated for the country. A local organization - NCDDR - has extended the project for 6 more months. Furthermore, the IFP/CRISIS was able to allocate additional funds to the activities towards the end of the biennium.

In **Ethiopia**, the Recovery and Reconstruction Department including the IFP/CRISIS joined hands with the Multidisciplinary Team in Addis Ababa to undertake a needs assessment mission in response to the drought in Ethiopia. The report and the programme proposals generated are contained in **Ethiopia: Responding to Drought with a focus on Employment and livelihood** (Dec. 2000).
In Somalia, following a request by the Somalian Aid Coordination Body, a programme formulation mission to support economic recovery, employment creation and support to decentralization was undertaken. This proposal has already attracted funding from the Italian Cooperation to the tune of US$1.4 million and additional funding is being sought from other donors.

In Congo Brazaville, the IFP/CRISIS provided technical inputs to the implementation of the vocational training component of the UNDP/IOM project on demobilized soldiers.

A joint IPEC and IFP/CRISIS regional project on child soldiers started in Rwanda, Burundi, DRC and Congo Brazaville with US funding. For the first phase, the project concentrates on data collection on the reintegration needs of child soldiers.

The Arab region:

After the Israeli withdrawal from South Lebanon, IFP/CRISIS and the Regional Office for the Arab States (ROAS) undertook a joint multidisciplinary needs’ assessment and programme formulation mission to the area. The formulated assistance programmes were geared to: saving existing jobs and create new ones; as well as to promoting the socio-economic reintegration of the crisis-affected people and of the southern region to the rest of Lebanon. With seed money (US$100,000) from the IFP/CRISIS Rapid Action Fund, work started on assisting people who were detained during the Israeli occupation to promote their socio-economic reintegration.

IFP/CRISIS assumed coordination, formulation and implementation responsibilities of ILO’s Emergency Employment Programme response to the current escalation of the conflict in Palestine. Representatives of the IFP Crisis coordinated, with CODEV and ROAS, a Task Force for the Emergency employment programme for Palestine, undertook a mission to the West Bank in March 2001 to: (a) assess the priority needs of the current situation; (b) in consultation with the national authorities, social partners and representatives of the UN system and international community, ascertain the
relevance of the package of proposals prepared; and (c) to explore the prospects for funding as well as partnerships with other emergency programmes already underway.

The ILO currently has four ongoing projects totalling US$4.3 million at various stages of completion in the field of vocational rehabilitation, workers support, vocational education and training as well as employment strategy. The new package which is to be released in June 2001 comprises seven programme activities funded by ILO in the area of skills development, employment services, private sector review, socio-economic rehabilitation and studies into labour-based technology as well as micro-finance. These total US$319,000.

The project proposals for external funding include eight proposals in the field of community support, skills development, vocational rehabilitation and employment mapping, IPEC and employment advisory services to UNDP. These proposals total exceed US$9.5 million and so far funding has been pledged for US$4.5 million of this amount. The IFP/Crisis is to participate in a follow-up mission requested by the DG. This will be to the West Bank with ROAS in May 2001.

Europe:

A number of potential ILO programme areas were identified by the IFP/CRISIS Director during her participation in the inter-agency mission to Kosovo which have already been successfully followed up by ILO Europe and the other technical departments. The IFP/CRISIS together with IOM and the Lester Pearson Centre, Canada, provided assistance to UNMIK on the socio-economic reintegration of the demobilized KLA soldiers in Kosovo.
➢ In Serbia, participated in an inter-agency needs assessment and programme formulation mission, in January 2001, to Southern Serbia. The prepared ILO output was a programme for an integrated area-based local economic and social development programme in the Preservo Valley.

➢ IFP/CRISIS provided technical inputs to the implementation of a vocational training component, being executed by IFP/SKILLS and ILO/MOSCOW, of two projects on the reintegration of demobilized soldiers in Tajikistan.

Asia and the Pacific:

➢ Apart from the Asian region’s efforts, the IFP/CRISIS undertook three missions to East Timor, which generated a number of employment promotion programmes (see ILO¹). One has obtained funding from the Portuguese Government for implementation from the second half of 2001.

➢ Participated in the inter-agency needs’ assessment and programme formulation mission in response to post-conflict Solomon Islands at the request of the UNDP and the ILO Suva office. Following the formulation of two project documents by the ILO for a programme estimated at some US$3 million in the area of employment for demobilised militia, UNDP have now initiated a Letter of Agreement with ILO to provide specialist consultancy inputs of 12 work months each in the field of vocational training and SME development as well as in labour-based infrastructure works. The current funding being

---

¹ ILO Programme Proposals in Response to East Timor’s Employment and Reconstruction Challenges, June 2000
offered to ILO by UNDP is US$240,000 and UNDP have requested ILO to assist them in mobilising further funds for a wider programme. The current status of the project is that it has received clearances from the technical Ministries in the Solomon Islands and is now being cleared by the Ministry of Planning.

- Responded to the **Gujarat earthquake in India** in cooperation with the ILO field structure in New Delhi, GENPROM and others. The response package included a model programme for social and economic reconstruction in 10 villages in Kutch district, funded by the ILO and implemented by SEWA; measures to promote labour use in reconstruction; a study of the role of the corporate sector in the disaster response, and studies of the impact of the earthquake on employment, poverty, migration, insecurity and coping mechanisms.

- In **Sri Lanka**, a mission was undertaken together with IFP/SKILLS to the country in May 2001 to assist ILO Colombo to formulate a reintegration strategy for demobilized disabled soldiers in the country. A strategy paper was prepared which was greatly appreciated within the country and project development is now envisaged.

- In response to the **Afghanistan** crisis, The IFP/CRISIS spearheaded in a timely manner, the preparation of the ILO’s coherent response to the colossal employment deficit of the country, including the re-entry of women into the labour market. It prepared an ILO strategy document: Jobs for Peace in Afghanistan which was well received and also prepared 7 programme proposals for the Tokyo donors.
meeting. Additionally, it fielded a multidisciplinary mission to Islamabad and the Afghan refugee camps in Pakistan.

Latin America:

➢ Jointly with the Andean Area Office, IFP/CRISIS undertook a Need Assessment and Formulation Mission to Venezuela in the aftermath of the mudslides.

➢ Participated jointly with the ILO MDT in Costa Rica in the needs’ assessment mission in response to the earthquakes in El Salvador and produced a report on Impacto en el Empleo de los Terremotos de El Salvador y Estrategias para su recuperación en el marco de la Reconstrucción in addition to making an input into the inter-agency report and proposals coordinated by ECLAC. With funding (US$70,000) from the IFP/CRISIS’ Rapid Action Fund and UNDP (US$330,000), a rapid employment impact project was launched in one area of the country, Department of Usulutan.

➢ Participated in the first joint inter-agency mission on displacement to assess the situation of the high number of internally displaced population (IDPs) in Colombia. The mission’s aim was to make recommendations geared to addressing the most urgent needs of this group. As a follow-up, IFP/CRISIS in conjunction with the Local Economic Development Programme of the ILO’s COOP Branch as well as the ILO Andean Area Office prepared a proposal to Promote Decent Jobs for Peace and Reconciliation at the local level in Colombia, focusing on IDPs and
other vulnerable groups generated by the violence in Colombia. Italy will be providing US$5,000,000 to fund this initiative.

IFP/CRISIS supported the ILO Andean Office in the inter-agency mission launched to assess the impact of the earthquake in Southwest Peru. A more indepth employment assessment of the earthquake was supported by the IFP/CRISIS with US$25,000 from its Rapid Action Fund. A proposal for employment recovery in some selected districts was prepared to obtain funding from the ILO TC.RAM mechanism.
4. **Efforts made at Gender mainstreaming in the Programme’s implementation**

The Programme continued to make every effort to mainstream gender in every aspect of its work. It followed strictly the guidelines for doing this which are contained in Annex 1 of the key document on the IFP/CRISIS, namely *InFocus Programme on Crisis Response and Reconstruction (1999)*. Gender aspects of crises and their impacts are seriously covered in almost all the rapid needs’ assessment and programme formulation exercises as well as the research, advocacy and capacity building activities undertaken by the programme. In responding to the Gujarat earthquake, IFP/CRISIS collaborated with GENPROM. IFP/CRISIS is preparing a module on gender, crisis and poverty as an addition to the existing gender and poverty modular training package currently being promoted by IFP/Skills and the Gender Bureau. Three working papers on gender (Afghan Women, Gender and Natural Disasters, and Gender and Armed Conflicts) have already been produced this biennium. The Gender Bureau has written to UN Assistant Secretary-General for gender issues (Angela King) to seek the IFP/CRISIS’ membership of the new UN Task Force on Women, Peace and Security.
5. Inter and intra-sectoral collaboration in the Programme’s implementation

In fulfilling its mandate of providing the ILO’s comprehensive response to the different crises, the IFP/CRISIS has developed internal partnerships with the different ILO Sectors and departments at headquarters as well as the field structures. It has established an office-wide crisis network to facilitate the Programme’s mobilization of the required multidisciplinary inputs to a specific crisis. In addition, it obtained technical inputs from the different ILO structures for the preparation of the key crisis response tools - Rapid Needs Assessment Manual and the Generic ILO Response Module. A number of technical departments and the field structures have also collaborated with the IFP/CRISIS in undertaking several of the rapid needs’ assessment and programme formulation missions to crisis countries. For example, COOP, EMP/INVEST and ROAS participated in the mission to South Lebanon with the IFP/CRISIS. The mission to Sri Lanka was undertaken by IFP/CRISIS together with IFP/SKILLS.

The response to the El Salvador Earthquake was undertaken jointly by ILO/Costa Rica and IFP/CRISIS and that to the Gujarat earthquake by ILO/Delhi, GENPROM and IFP/CRISIS. The response to the Sierra Leone conflict has been handled jointly by ILO/Dakar, SEC/SOC and IFP/CRISIS; that to Mozambique was jointly by the Programme, ILO/SAMAT and ILO/Lusaka; and to Solomon Island is by the Programme, ILO/Suva and ILO/Manila.

A number of intersectoral studies and manuals are also being carried out including the following: with Sector 1: role of international labour standards in crisis response; Employment and other ILO concerns in Early Warning; child soldiers. With COOP: role of Cooperatives in crisis resolution and post-crisis recovery; Local Economic Development Agencies in post-crisis recovery; and Coping strategies of indigenous populations in crisis contexts; with IFP/Dialogue: a conceptual framework for promoting Social Dialogue in crisis-affected contexts. The first (inter regional) crisis capacity-building training workshop was organized jointly with the ILO Turin Centre and had participants from most ILO headquarters technical and field structures; the second (sub-regional) one was with ILO/EMAC and had participants from EMAC, ILO/Kinshasa, Abidjan and Jobs for Africa.
6. Conclusion

IFP/CRISIS has only been in existence for a little over two years and, unlike other recently created programmes, did not inherit a number of staff, external resources and existing donor commitment. Nonetheless, the Programme has made remarkable progress in all four pillars of its work, and completed most of its planned work for the biennium, in addition to undertaking many unforeseen activities. The Programme’s impact is also noticeable. From being relatively unknown within the UN and non-UN crisis circles and countries, the programme is now receiving more demands that it can handle for its technical inputs in inter-agency needs’ assessment missions and other meetings; requests from various UN and non-UN bodies for collaborative work; and calls for assistance from our constituents in crisis-affected countries. Countries that have already received our rapid needs’ assessment and programme formulation assistance have openly expressed appreciation of this help, even before external donor support was secured to ensure implementation of the programmes. For example, at the June 2000 Session of the International Labour Conference, both the Governments of Mozambique and Sierra Leone, praised IFP/CRISIS and ILO field structures for such help in their plenary statements. At the GB session of March 2001, the Employers’ delegate from India expressed considerable appreciation of IFP/CRISIS response to the Gujarat earthquake. In June 2001, the Mozambican Minister of Labour thanked the Programme, at the exhibition of the Mozambican floods, for its timely and effective response to the floods and for the positive impact attained in the lives of the people affected in the Chokwe district of the country. Even the contents of the Programme’s website was singled out for praise by the workers’ group at the GB technical cooperation committee’s deliberations in November 2001. Positive feedback is also regularly received from external researchers, UN organizations, the ILO CRISIS network and others on our products. The IFRC’s influential World Disaster Report quotes approvingly from and refers to ILO’s work in combating the impact of natural disasters. Technical inputs to crisis missions have also been very positively assessed. There is now a high demand for our services, which is often impossible to meet because of the Programme’s limited staffing situation (see Annex 1).

The above trend is no mean achievement for a new Programme that has been in existence for just over 24 months. It augurs well for

2 See for example Mr. Ramos-Horta’s (of East Timor) address to the Governing Body in March 2000, as well as Ministers of Labour of Mozambique and Sierra Leone’s speeches on this issue at the International Labour Conference, June 2000
the next biennium in terms of IFP/CRISIS work and standing. As indicated in the Programme and Budget of next biennium (2002-03), IFP/CRISIS will continue to constitute ILO’s response to the alarming and persistent crisis trend in today’s world. It will permit the Organization to project into crisis response, ILO values relating to decent work, social dialogue, fundamental rights, social protection and other socio-economic elements. Work undertaken in 2000-01 (including rapid needs’ assessment and programme formulation exercises, research, tools development, capacity building and advocacy) has also laid a strong foundation for the ILO and its constituents to play a major role in crisis response. In 2002-03 the Programme will intensify its efforts to ensure that the different ILO technical areas are increasingly recognized as essential for the effective reintegration of different crisis-affected groups, and the rehabilitation and reconstruction of their communities.

The Programme’s added value to crisis response is increasingly being recognized by the other actors in the crisis field. The Programme will continue to build the capacity of its internal network and promote ILO’s crisis response culture and sensitivity; increase our constituents’ capacity and involvement in crisis response; and draw upon technical support from other headquarters technical sectors and the field structures in responding comprehensively to crisis; and establish the ILO’s role as a key player in UN crisis response efforts. A number of inter-sectoral and field-headquarters’ advocacy, research and operational activities are also underway; since they are essential to tackle appropriately the intersectoral challenges of crises.

The Programme will intensify its country-level capacity-building activities, through training courses and adaptation of generic tools and manuals for sustainable employment promotion in crisis contexts. It will also strengthen its cooperation with such institutions as the World Bank, UNHCR, UN/OCHA, IOM, UNDP, UNOPS, UNICEF, WHO, in addition to relevant UN and non-UN inter-agency frameworks, regional, sub-regional and national bodies.
### IFP/CRISIS Staff List
(As at December 2001)

#### Regular Professional Staff

<table>
<thead>
<tr>
<th>Name</th>
<th>Date Joined</th>
</tr>
</thead>
<tbody>
<tr>
<td>DATE-BAH, Eugenia</td>
<td>Oct. 1999</td>
</tr>
<tr>
<td>LAZARTE-HOYLE, Alfredo</td>
<td>Nov. 1999</td>
</tr>
<tr>
<td>KRISHNAMURTY, Jayasankar</td>
<td>Dec. 1999</td>
</tr>
<tr>
<td>SHONE, Mike</td>
<td>Sept. 2000</td>
</tr>
<tr>
<td>RODGERS, Janine</td>
<td>Jan. 2001</td>
</tr>
<tr>
<td>KINIGER-PASSIGLI, Donato</td>
<td>June 2001</td>
</tr>
<tr>
<td>De LUCA, Loretta</td>
<td>Oct. 2001</td>
</tr>
</tbody>
</table>

#### Associate Experts

<table>
<thead>
<tr>
<th>Name</th>
<th>Date Joined</th>
</tr>
</thead>
<tbody>
<tr>
<td>SPECHT, Irma</td>
<td>Nov. 1999</td>
</tr>
<tr>
<td>DUBE, Alfred</td>
<td>Oct. 2000</td>
</tr>
</tbody>
</table>

#### Secretaries

<table>
<thead>
<tr>
<th>Name</th>
<th>Date Joined</th>
</tr>
</thead>
<tbody>
<tr>
<td>BOIRON, Marie-Madeleine</td>
<td>Oct. 1999</td>
</tr>
<tr>
<td>ALVAREZ, Sarah Jane</td>
<td>Nov. 2001</td>
</tr>
</tbody>
</table>
External funding mobilized by IFP/CRISIS
(2000-01)

By Dec. 2001

World Bank: US$700,000 for RDC 2000
Portugal: US$1 million for East Timor 2001
Italy: US$6.3 million for Mozambique 2001
UNDP: US$400,000+ for Solomon Islands 2001
CIDA: US$248,000 for Tajikistan 2001
Italy: US$1.4 million for Somalia 2001
Italy: US$5 million for Colombia

Total mobilized: Almost US$15,000,000 +

Parallel Investment:
UNDP/Netherlands/Gov. of El Salvador: US$259,000 for El Salvador
Some samples of IFP/CRISIS Publications (2000-01):

- Crises and Decent Work
- Crisis Response Rapid Needs Assessment Manual
- ILO Generic Crisis Response Modules
- Crisis-Affected Peoples and Countries

- Gender and Natural Disasters
- Gender and Armed Conflicts
- Early Warning: Employment and related ILO concerns
- Capitalizing on Capacities of Afghan Women

- Gender Guidelines
- Crisis Related Conventions and Recommendations
- Crises, Women and other Gender Concerns
- Afghanistan: Current employment and socioeconomic situation and prospects
IFP/CRISIS: Shared roles and responsibilities of the core team, the office-wide crisis focal points and the various field and headquarters structures

I. INTRODUCTION

The IFP Crisis Programme\(^1\) is uniquely established as a streamlined and integrated operation involving a small core team and an active network of designated crisis focal persons (DCFPs) in the headquarters technical departments, the regional Offices, MDTs and Area Offices. An important feature of the Programme is shared but closely interrelated responsibilities between the core team, the focal points and the other ILO structures, to ensure a unified multidisciplinary ILO response (involving headquarters and field) to specific crisis situations.

II. RESPONSIBILITIES

There are some responsibilities that have to be common to the core team, the focal points and other structures, such as resource mobilization, information dissemination, advocacy and observing the set criteria\(^2\) in deciding to respond to a crisis. In addition, there are responsibilities that are specific to the different structures. These responsibilities are spelt out below:

---

1. For full description of the Programme, see ILO: Crisis Response and Reconstruction (Geneva, November 2000).
2. Criteria for selecting a crisis country for the IFP/CRISIS Programme’s response include the following:
   a. the degree of gravity of the crisis in terms of its impact on employment and other ILO concerns;
   b. the degree of development and capacity of the country concerned to deal with the repercussions;
   c. the level of UN concern, the political profile of the specific crisis and the degree of planned UN involvement in responding to it;
   d. the recentness of the crisis;
   e. demand by our constituents, relevant regional department, area office, MDT, etc.;
   f. appropriateness and timeliness of ILO’s intervention;
   g. relevance of ILO’s technical capacity and availability of relevant staff for the needed response;
   h. likelihood of sustainable impact of ILO’s intervention;
   i. the level of workload of the IFP/CRISIS Programme at a particular time (including the number of crises being handled and their other work responsibilities);
   j. the nature of the security situation to avoid threats to ILO staff.
(a) **IFP/CRISIS core team**

- Serve as catalyst, spearhead, mobilize and coordinate ILO’s coherent, multidisciplinary/intersectoral and timely response from field (MDTs, Area Offices and projects) and headquarters during the first 12 months of country crisis.
- Prepare the relevant tools, criteria, best practices and operational modalities for ILO’s crisis response with inputs from the field and the other ILO technical departments.
- Maintain dialogue and develop partnerships with all key players in crisis response.
- Represent ILO at relevant UN and non-UN fora.
- Undertake research on key areas through maintaining an active external research network and mobilizing technical inputs from various parts of the ILO.
- Develop and implement regular capacity building of ILO and constituents in crisis response in addition to providing relevant advisory services.
- Negotiate and agree on rescheduling of resources for country activities to ensure rapid response to a crisis.
- Provide the DG/CABINET with regular early warning information including political analysis and contingency plans for eventual response to crisis-vulnerable countries.
- Prepare regular reports to the ILO Governing Body and the International Labour Conference on the implementation and progress of the IFP Crisis Programme and develop other standard reporting procedures.
- Provide orientation to the crisis network of focal points and have direct communication with them.
- Undertake advocacy, with the field and other ILO structures, on the employment and other socio-economic aspects of crisis and of the unique ILO role in this sphere.
- Regularly consult all relevant technical departments and field structures and also share information with them.
- Develop fast tracking arrangements including proposing revision of administrative rules and financial procedures to make them flexible and conducive to rapid response.
Establish, and work closely with, an office-wide crisis network of focal points at all levels of the ILO structures.

Establish a hotline information service as well as develop and maintain regular monitoring system for actual and anticipated interventions.

Establish a focal point interactive e-mail-based information service.

Provide technical backstopping to ad-hoc task forces set up to follow-up on crisis response.

Compile roster of appropriate consultants.

Develop fast tracking administrative and finance arrangements to facilitate rapid response.

Document relevant crisis response experiences and compile lessons gathered.

Maintain the IFP/CRISIS at the cutting-edge of new initiatives, ideas and approaches in crisis response.

Promote crisis-solving culture and sensitivity, as well as common understanding throughout the office on steps, concepts and approach to ILO’s crisis response.

Maintain a regularly updated website with relevant field links.

Disseminate information.

Promote ILO’s participation in CAPs (Consolidated Appeals Pledges) and other UN system-wide activities.

(b) Designated crisis focal points (DCFPs) at headquarters and in the field

The DCFPs are assigned by their respective technical, Area Office or MDT Directors who organizationally remain primarily responsible for their respective operations. The DCFPs and their nominated back-up person have the following responsibilities:

Act as the first point of contact between the headquarters and the field.

Promote a local office culture of crisis responsiveness and knowledge.

Maintain a local library of key crisis response documents.
Establish a local *data-base of key contacts*, agencies, consultants and donors.

**Report regularly** on “Crisis-sensitive or crisis-prone countries in their geographical responsibility (early warning).

Participate in *rapid needs’ assessment* missions in crisis countries.

Work with headquarters IFP/CRISIS core team in developing and updating *manuals and other tools for crisis response*.

Collaborate with headquarters on providing support to mutually *agreed research* work relating to crisis.

Maintain *dialogue with the ILO social partners*, donors and NGOs involved in crisis response work at local level.

**Liase with UNDAC national systems** and UNDMTs to ensure where appropriate ILO concerns and involvement in any UN crisis response initiatives.

Act as headquarters *link person* when local *crisis task-forces* are established for a particular intervention.

Contribute to advocacy work.

**(c) MDTs/Area Offices**

- Be at the forefront of early warning and collection of political intelligence on risky countries in their sub-regions.
- Participate in planning and implementation of rapid needs assessment and programme formulation missions by ILO and other key players within and outside the UN system.
- Mainstream crisis preparedness and response into their work plans and resource allocations and share responsibility with IFP/CRISIS core team when crisis response to a particular country has to be undertaken.
- Provide guidance and support to constituents in crisis-response.
- Identify sub-regional, national and other repercussions of crisis.
- Contribute to ILO’s advocacy on crisis response.
- Identify relevant potential partners for ILO’s crisis response activities at the country level.
Contribute to identification of relevant local crisis response consultants and research institutions that ILO’s crisis response work can collaborate with.

Promote establishment of crisis response task forces (when needed in response to specific crises) involving the relevant expertise available in the region.

(d) **Regional Departments**

- Provide political support (in conjunction with CABINET) for specific ILO crisis response.

- Represent ILO and its interests in relevant regional fora on crisis issues and mobilization of human and financial resources in collaboration with the relevant MDTs, Area Offices and the IFP/CRISIS core team.

- Ensure consideration of regional dimensions of crises in ILO’s crisis response.