

POST-CRISIS RECOVERY *starts at the* LOCAL LEVEL



Briefing Note No. 3 - The ILO Support to Local Actors in the Aftermath of a Crisis

ILO/CRISIS, May 2007

Crises: A Local Challenge, a Local Opportunity

Armed conflicts and natural disasters can inflict tremendous losses to physical and human resource assets of localities. If on one hand crises pose major challenges to the society and the economy of the affected area, especially when there are not sufficient capacities in loco to cope with it or when they are not adequately recognized, organized and exploited, there are also a number of opportunities rising from recovery and reconstruction. These are linked to the capacity of revitalizing local productive activities by leveraging on the potential of available financial resources.

In the immediate aftermath of a crisis, the affected territory is likely to experience an out-of-ordinary inflow of investment capitals: the investments for recovery and reconstruction. These generate an unprecedented opportunity for revitalizing the local economy, creating jobs for the affected communities and injecting cash into the local markets. Nevertheless, external resources that flood into an economy after a disaster can quickly leak away without leaving long-term benefits. Indeed, such an opportunity may be missed if, for instance, local human and physical resources are not adequately capacitated and do not meet the requirements and needs coming from the demand for reconstruction, both in quantitative and in qualitative terms.

After the Tsunami in Aceh, for example, lots of work needed to be done for replacing lost infrastructure and rehabilitating the damaged constructions. It was quickly realized that the required skilled labour force (such as masons, electricians, plumbers, and technicians for the supervision of works) was lacking in the territory.

Under such conditions, a major threat is that, without the adequate labour supply to be mobilized in



loco, the demand addresses other sources and imports the required inputs from other areas.

If the supply of labour and other requirements deriving from the reconstruction works is outsourced, the affected areas are missing the opportunity of creating immediate jobs for the local people. Ultimately, this delays the process of getting back to normalcy and generates dependency on relief.

It is for this reason that recovery should focus on maximizing the benefits of incoming resources in terms of sustainable livelihood generation and local economic recovery. In a word, the effort should be on keeping the money within the affected community.

This does not happen systematically and requires that an adequate support is given both to the supply and the demand of required items: support to the supply side (of goods, labour force, services, soft infrastructure, etc.) because very often it suffers from several sort of bottlenecks and constraints, such as the lack of adequate capacities; support to the demand, because for several reasons (such as lack of information) it might not be able to recognize, identify and mobilize local potentials and resources.

What's New

International Conference on Decentralized Cooperation: *Working Together from Emergency to Reconstruction*, 17 and 18 April, Rome. The Conference is co-organized by ILO and UNDP, with the support of the Post Emergency Centre (Rome)

Restoring the Local Capital by Building on It

The Local Economic Recovery Approach (LER)

LER strategies are applied to bridge relief to development. LED takes time to take off and produce tangible results as it involves capacity and institutions building at different levels, both in the private and in the public sector.

That is why, in the immediate aftermath of a disaster or a war, LER is recommended: it mixes direct quick impact interventions (or it should) involving a few key actors with a light version of the participative planning process used in LED programmes. The base of trust that is built by showing quick results to key actors, is crucial for setting up longer term processes of consultation and planning, in accordance with the standard LED approach

In order to revitalize crisis-affected economic activities, it is necessary to introduce sound measures and tools in a progressive and timely manner. This is done in accordance with the existing conditions along the relief-development continuum, rather than according to a rigid timeframe and schedule.

Though being time and effort-consuming, LER pays off as it influences the way decisions are taken and priorities are made; it shows how the public and the private actors can work and plan interventions together with a view to generating common benefit. The investment made through LER will pay dividend in the longer term, when LED programmes will be introduced. More specifically, the long-term benefits of the initial LER efforts are: introduction of platforms and mechanisms for dialogue (such as the LACA), sensitization on the importance of analysing the context in order to take more informed and relevant

decisions on the allocation of resources, mixed participation of governmental authorities and private sector, introduction of participative and inclusive modalities of community consultation.

ILO-FAO Integrated Livelihood Assessment System (ILAS)

On the occasion of the joint intervention in Pakistan, in response to the earthquake occurred in October 2005, ILO and FAO acknowledged that there was a critical gap to be rapidly addressed in terms of operational tools for livelihood assessment. In the

recognition of this, the two agencies have decided to embark on a joint initiative for the development of an operational framework for joint livelihood assessment: the Integrated Livelihood Assessment System (ILAS). ILAS comprise four main phases:

- a. A preparedness phase including Baseline Livelihood Information on areas at risk in hotspot countries;
- b. A Quick Livelihood Impact Assessment to be undertaken within ten days after the event to feed into the immediate Flash Appeal;
- c. A Rapid Livelihood Assessment to be carried out within 45 days to feed into early recovery programming;
- d. A Response Planning phase based on the above assessment, comprising project proposals for economic and livelihood recovery in the areas affected.

The guidelines are conceived to be applied in the aftermath of sudden-onset natural disasters within a timeframe of 40 days and, eventually, will be revised to extend its coverage to other types of emergencies.

Local Economic Recovery (LER) and Local Capital are...

LER is a time-bound process where different local and international actors operating in a crisis-affected area are brought together to plan for the revitalization of the productive activities and the restoration of the local capital. The latter consists of skills, knowledge, resources and networks which are embedded within institutions, nature, entrepreneurs, workers, Local resources are identified and strengthened, and their allocation and use are optimized to better contribute to socio-economic recovery.

The tool will be complemented by training materials on the ILAS process, which will be developed by April 2007 and used at an initial training session for ILO and FAO staff tentatively in June. The development of baseline data on livelihoods for a list of “hotspot” countries is also planned for early intervention.

Pre-disaster Recovery Planning (PreDRP) Initiative

The PreDRP is a joint ILO-UNDP initiative. PreDRP is a systematic approach that aims to identify recovery planning issues and potential strategies through a participatory process, with a view to putting in place appropriate measures prior to the occurrence of a disaster.

The project strategy entails conducting two consultative workshops in two high disaster risk regions facing multiple hazards, to develop a framework for pre disaster recovery planning through a participatory process.

The first workshop with focus on Nepal, Sri Lanka, and India and is scheduled to take place in April 2007. The second workshop would focus on Peru, Ecuador, and Colombia. The participants would primarily consist of recovery practitioners from national and local government disaster management/ reduction institutions, multilateral agencies, civil society and the private sector (given their well established practices of recovery planning and business continuity).

Through the consultative workshops, a review of lessons learnt from regional recovery experiences, analysis of risk assessments, simulation exercises, and a review of existing disaster databases would be conducted, with an aim to develop potential solutions to the identified recovery planning needs.

Activities relating to oversight, critical facilities and infrastructure, land and development, employment and economic revitalisation are some of the thematic areas which discussion would focus around during the workshops to identify and prioritise pre disaster planning measures deemed crucial to recovery.

The intent of the two workshops is to develop a framework of key elements for pre disaster recovery planning. This framework is to be adopted as a model; it would include appropriate tools, methodologies and proposed activities that the respective countries could engage in to better prepare for the recovery issues they may face.

The adopted framework will seek to guide national and local disaster management/ reduction institutions in monitoring progress towards implementing these measures.



Training Package: How LER Can Integrate the Community-Driven Development (CDD) Approach

The ILO is supporting the Kecamatan Development Programme in the tsunami-affected province of Aceh (Indonesia) within the framework of a technical cooperation partnership with the WB and KDP. The KDP programme is implemented by the Ministry of Home Affairs, through the funding of the World Bank. It adopts the WB community-driven development approach to alleviate poverty in rural communities in Indonesia. It also improves local governance by helping communities plan their own development, develop basic community infrastructure, and enhance social development and livelihood opportunities.

ILO developed a series of short-cycle training tools targeting KDP staff and local NGOs' practitioners supporting their work; the focus was on topics relevant to livelihood and business recovery. One of the training modules developed focuses on *How LER Can Integrate the CDD Approach*. The eight-day pilot training package, composed of a *Basic* and an *Advanced* module, The training comprises theoretical elements on the basics of Local Economic Recovery in post-crisis contexts as well as practical guidelines and simple tools that can be used in order to plan and implement LER strategies and programmes.

New Delnet Training Course on Sustainable Local Development and Disaster Risk Reduction

Further to the decision of setting up the International Recovery Platform (IRP) on the occasion of the World Conference on Disaster Reduction (Kobe, January 2005), ILO was assigned the role of coordinating the capacity building and training initiatives of the platform. CRISIS involved the ILO International Training Centre, through the Delnet Programme, within the discussions on the capacity building and training strategy and programme for the biennium 2006-2007.

By drawing on its wide network of local authorities and socio-economic actors, the Delnet Programme detected a considerable demand coming from the Central American countries for training support on how to manage DRR at the local level. It was therefore decided to develop a course on DRR for the promotion of sustainable local development, to be first piloted in Central America.

The International Strategy for Disaster Reduction (ISDR) has welcomed and supported this training initiative, which perfectly fits into the 2005-2010 Hyogo Framework for Action (HFA): it concretely contributes to the much needed resilience of communities with respect to disasters.

The training package, which has been developed in collaboration with IFRC and other IRP member institutions, consists of four modules covering the whole cycle of disaster management, from prevention and mitigation, to preparedness, post-disaster response and reconstruction. The 200 learning hours are delivered through a blended methodology, with long-distance and face-to-face sessions coordinated by a team of Delnet tutors.

The first pilot, which is involving twenty participants, has started in November 2006 and will be concluded by July 2007. From 12 to 23 February, the face-to-face session took place at the ILO International Training Centre and CRISIS has been invited to deliver a training session on Local Economic Recovery in post-disaster situations.

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RELEVANT READING MATERIALS (available at

http://www.ilo.org/public/english/employment/crisis/info/g_publ.htm)

- ILO Generic Crisis Response Modules
- Crisis response Rapid Needs Assessment Manual
- Demand-driven approaches to livelihood support in post-war contexts. A joint ILO-WB study
- Building entrepreneurial capacity for returnee and refugee women in Angola and Mozambique (ILO-UNHCR, 2006)
- Disaster Risk Reduction. A call to action— Special issue of the Delnet journal @local.glob
- ILO-HEI Research Project, Final Report: Guidelines for Employment in Crises
- Working out of disaster. Improving employment and livelihoods in countries affected by the tsunami
- Operational guide: Local economic development in post-crisis situations
- Guidelines for establishing Emergency Public Employment Services
- Business and *decent work* in conflict zones: A why and how guide
- Decent Work matters in crisis; ILO response to crisis challenges
- Jobs After War: A critical challenge in the peace and reconstruction puzzle
- Introduction to Microfinance in Conflict-Affected Communities: A training manual
- Employment-intensive reconstruction works in countries emerging from armed conflicts

