

SAVING LIVELIHOODS to SAVE LIVES



Briefing Note No. 2 - ILO-FAO Partnership in Post-Crisis Recovery

May 2007

Crises: A Common Challenge for ILO and FAO

Emergencies may arise as a consequence of hazards, such as hurricanes and earthquake, or may be induced by civil conflicts and wars. The nature of crisis due to conflicts and disasters is such that livelihoods of the local population and local economies, particularly in developing countries, may be severely affected. Natural, financial, physical, social and human assets are all eroded, markets are disrupted, and these adverse effects can lead to the virtual collapse of the economic and social environment.

During these crises, the international community responds by providing food aid and other assistance that is aimed at saving lives and satisfying urgent basic needs and which helps ensure that the emergency does not become a large-scale humanitarian catastrophe. Minimizing the need and duration of relief inputs through early efforts to restore livelihoods - "saving livelihoods to save lives" – is the overall goal of the partnership between the International Labour Organization (ILO) and the Food and Agriculture Organization of the United Nations (FAO).

This will be achieved by working with rural and urban communities who depend predominantly on agriculture and related income generating activities for their food security and livelihoods. ILO and FAO

support to these groups is ultimately aimed at restoring local food production, re-establishing economic and trade networks and revitalizing local markets by reviving demand for local services and products. This type of intervention has to start as soon as possible during the "relief phase", which will help in getting people back to work, reducing their dependency on food aid and, eventually, increasing local ownership over the recovery process.

The number of natural disasters has more than tripled since the 1970s, and with global warming this upward trend is likely to continue.

Disasters cause loss of lives, material destruction and endangered public health. In turn, material destruction results in loss of productivity and income sources. Amongst the indirect effects of a disaster is the reduction in the production of goods and provision of services such as trade. As a result, productive assets and raw materials are lost, institutional capacity is weakened, public and private capital stock is depleted, economic infrastructure is damaged, and working conditions and protection of workers' rights deteriorate thus increasing their vulnerabilities.



UN Humanitarian Response Reform: the Role of ILO and FAO

The occasion for starting joint consultations towards the strengthening of ILO-FAO partnership in post-emergency contexts, was given by the UN Humanitarian Response Reform carried over by the Inter-Agency Standing Committee. Within this framework, the adoption of the cluster approach for a more predictable, effective, coordinated and timely response, led to the identification and establishment of a cluster addressing early recovery needs.

Recent disasters have evidenced a gap in the UN response to natural disasters, as regards institutional capacities and common approaches and mechanisms for post-disaster early recovery.

Early Recovery, the phase that follows life-saving assistance after a disaster and precedes longer-term reconstruction and development, is now recognized in the UN reform process as a crucial area for further efforts. Early-recovery is essential to bridge relief and development, and to transform crises into opportunities for sustainable development and vulnerability reduction.

Early Recovery: Bridging Relief to Development

This crucial time, often overlooked by organizations and donors, is when the ILO and FAO must begin contributing to labour-focused rebuilding, local economic recovery, and the planning of longer-term programs to boost employment and agriculture and restore livelihoods. Early recovery is to ensure that crisis response programs, starting in the immediate aftermath of the crisis, take into account the need for decent work and sustainable livelihoods in the affected communities.

Early recovery requires synergies between humanitarian and developmental actors involved in the response. Common approaches and integrated mechanisms able to foster and facilitate coordination and coherence of the interventions are therefore critical. Within the Early Recovery Cluster Working Group, the support to livelihood promotion and employment creation was immediately identified as an essential aspect of early recovery: it is an issue to be tackled jointly with the response to basic humanitarian needs and, at the same time, is at the core of policies oriented towards the sustainable

development and the socio-economic reintegration of crisis-affected groups.

On the other hand, the cluster working group has also recognized the existence of gaps in terms of programming tools, capacities and appropriate coordination among the agencies playing a role within this area of the response.

In recognition of this, ILO and FAO have assumed co-leadership of the sub-cluster on livelihood promotion. This makes these agencies accountable for ensuring that tools, mechanisms and awareness are in place in order to enable effective intervention in the area of livelihood and employment recovery, within the UN System.

Positive overlap

Both organizations have the protection and strengthening of livelihoods in emergency situations as fundamental components of their strategic plans. FAO's expertise in farming, livestock, fisheries and forestry is crucial in emergency response and rehabilitation efforts.

FAO's role in emergencies is indeed to protect, restore, and enhance the enterprises related to agriculture and the livelihoods of rural people, by strengthening their capacities and means to look after their nutritional needs.

Areas of ILO-FAO Collaboration

- Joint damage and needs assessment exercises
- Development/adaptation of policy and operational tools
- Capacity building and training
- Advocacy, in order to inform donors and ILO/FAO staff



On the other side, ILO's role is to address the negative impact of wars and disasters in terms of decent work conditions within the affected communities. It offers technical assistance as well as operational and capacity building tools to national and local authorities, entrepreneurs and workers, with a view to support them in living up to their potentials and reducing their vulnerability: ILO's mission is to promote employability, enterprise development, social dialogue and social protection.

Partnership in Action: Examples

Generation of short-term income opportunities

ILO and FAO joined the UN response to the earthquake that hit northeastern Pakistan in October 2005, by participating in the Early Recovery Cluster planning activities. A week after the catastrophe, ILO and FAO experts joined the UN Common Damage and Needs Assessment, as well as in the identification of Early Recovery priority needs.

Hundreds of thousands of jobs and livelihoods were affected. The small farmers in the high mountain plateaux had lost their land, their tools, livestock, capital and needed a rapid support in order to be prepared for the following agricultural season and break free from humanitarian aid. Both in the plains and in the urban areas small and micro businessmen, traders, shop-keepers in the local informal market areas had lost their productive assets and capital under the rubbles left by the earthquake.

ILO and FAO were both engaged in advocating with the authorities and the donor community the need for supporting the early recovery of livelihoods, in view of allowing the local population to restore their selfresilience. A joint formulation of a programme proposal was undertaken by FAO and ILO and

presented to various donors. Both agencies are currently engaged in a major UN interagency effort: the “*Community Based Livelihoods Recovery Programme*”. It is a 9 million euro UNDP-led programme, including the provision of training services, the support to vulnerable groups through the implementation of agricultural recovery, as well as labour-based and employment promotion initiatives. This partnership served as an opportunity to advocate for future initiatives aimed at maximizing the impact of the reconstruction in terms of decent work promotion, local economic recovery and restoration of the agricultural production.



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Recovering and strengthening rural micro and small enterprises

The two agencies have collaborated as part of the UN Joint Programme on Nias Island, in the context of the tsunami response in Indonesia. Nias was devastated by the December 2004 tsunami, with 90% of its more than 750,000 people affected and 80% of buildings in the capital city destroyed.

ILO and FAO are focusing on restoring sustainable livelihoods and reducing socio-economic vulnerability in the fishing sector, where livelihoods were hit the hardest. Collaboration in this project focuses on restoring productive assets and vocational skills in the fishery sector, which was hardest hit by the tsunami. The project entails five main activities: identification of constraints and opportunities in the fishery sector through Local Analysis of Competitive Advantages and value chain analysis, identification of job opportunities in the fishery sector, provision of

fishing equipment and start-up capital through tailor-made credit and micro-leasing schemes, a vocational training package in such areas as food processing and fishery techniques, and capacity building for entrepreneurs through the *Start and Improve Your Business* methodology and training tools.



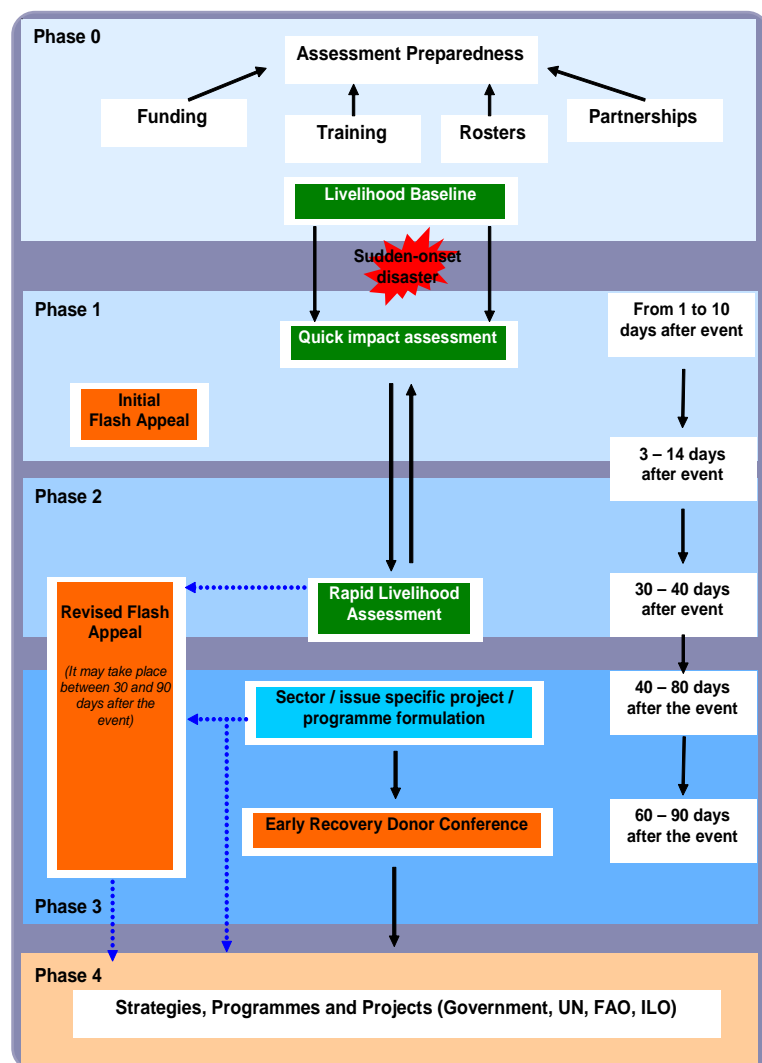
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The Integrated Livelihood Assessment System

On the occasion of the joint intervention in Pakistan, in response to the earthquake that 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 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). As illustrated in the scheme below, ILAS comprise four main phases:

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



The work involves relevant ILO and FAO technical units, collaborating closely to ensure a comprehensive final output.

Whilst not yet fully completed, elements of the ILAS have already been "tested", most recently in the Philippines where a rapid livelihood assessment and response plan has been developed with support from FAO.

The guidelines are conceived to be applied in the aftermath of sudden-onset natural disasters within a timeframe of 40 - 70 days. Consideration is to be given to extending the approach to other types of emergencies. The scheme below intends to facilitate the understanding of the overall process.

An inter-divisional workshop took place in FAO (Rome) on 7-8 February to discuss a preliminary version. A further workshop hosted at ILO Geneva on 8 - 9 March will review the latest version of the Guidelines.

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.

For further information, please visit the following websites:

ILO Crisis Response and Reconstruction Programme (ILO/CRISIS)
<http://www.ilo.org/crisis>

FAO Emergency Operations and Rehabilitation Division, Technical Cooperation Department
http://www.fao.org/reliefoperations/index_en.asp

Inter-Agency Standing Committee (IASC) Cluster Working Group on Early Recovery
<http://www.undp.org/bcpr/iasc/index.shtml>