

InFocus Programme on
Crisis Response and Reconstruction

ILO Generic Crisis Response Modules

Recovery and Reconstruction Department
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Acronyms

ACC	Administrative Committee on Coordination
ACLEDA	Association of Cambodian Local Economic Development Agencies
BDS	Business Development Services
BIS	Bank for International Settlements
CAP	Consolidated Appeals Process
CBO	Community-based Organization
CBT	Community-based Training
DCFP	Designated Crisis Focal Person
DMT	Disaster Management Team
DPA	Department of Political Affairs
DPKO	Department of Peace Keeping Operations
ECHA	Executive Committee on Humanitarian Affairs
ECPS	Executive Committee on Peace and Security
EGP	Employment Generation Programme
EIIP	Employment Intensive Investment Programmes
ENSO	El Niño Southern Oscillation
ES	Employment Services
FAO	Food and Agriculture Organization
ICA	International Cooperative Alliance
ICFTU	International Confederation of Free Trade Unions
IDP	Internally Displaced Person
IFP/CRISIS	InFocus Programme on Crisis Response and Reconstruction
ILO	International Labour Office

IMF	International Monetary Fund
IOE	International Organization of Employers
IR	Industrial Relations
LA	Labour Administration
LBES	Labour-based Equipment Supported
LBT	Labour-based Technology
LEDA	Local Economic Development Agency
LL	Labour Law
LLP	Local Level Planning
LMI	Labour Market Information
MF	Micro Finance
NAM	Needs Assessment Mission
NGO	Non-governmental Organization
OECD-DAC	Organization for Economic Cooperation and Development – Development Assistance Committee
QIP	Quick Impact Project
RIP	Rapid Impact Project
RNA	Rapid Needs Assessment
RNFA	Rapid Needs Field Assessment
SF	Social Finance
SHO	Self-help Organization
SME	Small and Micro Enterprise
SPROUT	Summary Project Outline
SRSG	Special Representative of the Secretary-General
STEP	Strategies and Tools against Exclusion and Poverty ILO
UN	United Nations
UNDAC	United Nations Disaster Assessment and Coordination Team

UNDG	United Nations Development Group
UNDP	United Nations Development Programme
UNICEF	United Nations Children's Funds
UNOCHA	United Nations Office for the Coordination of Humanitarian Affairs
VAM	Vulnerability Analysis Mapping
VET	Vocational Education and Training
VR	Vocational Rehabilitation
WB	World Bank
WDR	World Development Report WB
WER	Weekly Epidemiological Record
WFP	World Food Programme
WHO	World Health Organization
WMO	World Meteorological Organization

Glossary

Advocacy – Promotion of and support at different levels to principles, causes, approaches, policies and relevant interventions, such as decent work, social dialogue at pre-crisis and other stages; use of International Labour Standards at negotiation and other stages; incorporation of employment and other decent work concerns at rehabilitation and recovery stage.

Assessment (post-crisis, including damage assessment, needs assessment) – The assessment process used in the current manual only deals with the process of determining the impact of a crisis on a society or community and its needs for assistance. A Rapid Needs Assessment is undertaken immediately after a crisis to define specific measures to save and sustain lives, and estimate short-term, as well as medium to long-term, reintegration, rehabilitation and development needs, and the prospects for recovery and return to development. It also evaluates capacities of local populations and institutions to cope with the crisis. A sectoral or comprehensive assessment is undertaken as early as possible in order to lay the groundwork for recovery and development interventions.

Capacity-building – Means by which skills, experience, technical and management ability are developed – often through the provision of technical assistance, short/long-term training, and specialist inputs. The process may involve the development of human, material and financial resources.

Community works – Work undertaken by a clearly identifiable group of people (usually with the help of a facilitating agency) for the benefit of the group as a whole. The assets created are owned, operated, used and maintained by the beneficiaries themselves.

Complex emergency – A crisis with multiple origins and compounding effects, where there is a total or substantial breakdown of authority resulting from internal or external conflict, and which requires an international response that goes beyond the mandate or capacity of any single UN agency or ongoing system of assistance.

Cooperative – A cooperative is an autonomous association of persons united voluntarily to meet their common economic, social and cultural needs and aspirations through a jointly owned and democratically controlled enterprise. A cooperative is essentially a vehicle for self-help and mutual aid. Many cooperatives throughout the world share a commit-

ment to a distinctive statement of identify formulated by the International Cooperative Alliance (ICA).

Cooperative action/enterprise – Formalized cooperation, organized to achieve defined socio-economic results/benefits for the members of the group involved, usually registered under whatever relevant legislation may be available.

Coping and survival strategies – A collective term encompassing all actions which seek to provide security to households, individuals and groups threatened by a crisis. Originally coined for use in the food security context, the term is now increasingly applied in all types of crisis environments. Indicators of change in coping mechanisms include: changes in food source; reallocation of food among household members; attempts to find work/additional work or working longer hours; increased participation of household members in the labour market; child labour (including the use of children as combatants and trafficking in children); migration to other areas in search of work (formal to informal sector, large towns to small towns, urban to rural sector); seeking assistance from relatives or community; sale of household assets; reduction in or stoppage of avoidable commitments (withdrawal of children from school, lowering expenditure on health, clothing, shelter). With prolonged crisis/uncertainty, coping mechanisms tend to become a regular part of household level adaptive strategies even in post-crisis environments.

Crisis-affected groups – Refugees, internally displaced persons, those who remain in their homes during conflict, returnees, ex-combatants, women, children, youth, the aged and disabled persons. This designation may also include particular ethnic groups and indigenous or tribal populations and communities adversely affected by the crisis.

Crisis profile – A summary description and analysis of the origin, history and development of a crisis to facilitate the understanding of its different aspects, as an aid to devising options and strategies for dealing with it.

Demobilization – Disbanding of combatants in a conflict including their assembly at predetermined centres, military debriefing and disarming, processing and documentation, counselling, and issue of a demobilization certificate or card.

Disaster management – A collective term encompassing all aspects of planning for and responding to disasters, including pre-disaster and post disaster activities to manage both the risks and consequences of disasters. Disaster management teams (DMTs) have been established in many countries with well-defined lines of responsibility.

Disaster mitigation planning comprises the advance planning and implementation of a spectrum of complementary and preventive measures in the social, economic, scientific and technical fields to reduce loss of life, livelihood and property caused by natural disasters.

Disaster/natural disaster – Occurrence of a sudden or major event or a series of events which result in loss of life or damage to property, infrastructure, essential services or means of livelihood on a scale which is beyond the normal capacity of the affected community/society to cope with unaided and where extraordinary or emergency interventions are required to save lives, livelihoods or environment and to undertake rehabilitation and recovery measures.

Disaster profile – A description of the history of the incidence and magnitudes of particular types of disasters in the country, their impact on the area, population and the economy, the kinds of needs which can be anticipated and the types of post-disaster assistance which might be required.

Disaster preparedness – Measures that (i) ensure the readiness and ability of a society to forecast and take precautionary steps well in advance of a disaster to reduce its adverse effects and (ii) help respond to its effects by timely, appropriate and effective organization and delivery of relief and rehabilitation assistance.

Disaster-prone countries – Countries that experience recurrent or cyclical disasters because of their geographical, climatic, environmental or socio-economic situation.

Disaster response cycle – Consists of five stages: disaster preparedness, disaster mitigation and prevention, rescue and relief, rehabilitation and reconstruction.

Early warning (and monitoring) system – A system composed of four interlinked parts:

- n regular, periodic and systematic advance collection and analysis of data;
- n interpreting data and converting them into operational information relevant to a crisis (forecasting system);
- n examination of the data by the concerned organization, evaluation of the proximity of an impending/eventual crisis and monitoring of the process of recovery;
- n arrangements or mechanisms for rapid and timely dissemination of data to concerned authorities, institutions and the population likely to be affected.

There are a number of national and international early warning systems in operation, such as the World Meteorological Organization's (WMO) meteorological surveillance and World Weather Watch, Food and Agriculture Organization's (FAO) food and agriculture forecasting, World Food Programme's (WFP) vulnerability analysis mapping (VAM) system on food availability and supply monitoring system, and World Health Organization's (WHO) health monitoring system based on weekly compilation of country-specific epidemiological data. Information about the employment situation, wages, poverty, industrial unrest, etc. should be part of an early warning system.

Emergency response – Actions taken in response to a disaster warning to minimize or contain eventual negative effects, and those taken to save lives and provide basic services in the immediate aftermath of a disaster. An emergency employment programme could be part of emergency response, given that disasters destroy many existing jobs.

Employment-intensive – Projects or approaches where works are carried out through the employment of as great a proportion of labour as is technically feasible while remaining cost effective and cost competitive in achieving the specified quality of work.

Ex-combatants – Soldiers from the formal army, guerrilla fighters and militants, including women and child soldiers/fighters. Soldiers or fighters not covered by the demobilization process should also be included in surveys of ex-combatants.

Ex-detainees Persons formerly detained, often without trial, by an occupying force. They may be subject to torture and thus require special attention to achieve social and economic rehabilitation and reintegration.

Gender analysis – The systematic effort to identify and understand the roles and needs of women and men in a given socio-economic context. To carry out gender analysis, it is necessary to collect statistics by sex, identify gender differentials in the division of labour and the access to and control over resources, identify the practical and strategic gender needs of women and men, identify the constraints and opportunities facing women and men, and assess the institutional capacities to promote gender equality.

Gender-blind and gender-neutral policies and programmes – “Gender-blind” policies and programmes that do not distinguish targets, participants or beneficiaries by sex or gender are not necessarily “gender-neutral” in impact, that is they do not necessarily affect men and women in the same way.

Gender equality – Equal visibility, empowerment and participation of both women and men in all spheres of public and private life. Gender equality is not just a “women’s issue”, it concerns men as well. Equality does not mean that women and men will become the same, but that women’s and men’s rights, responsibilities and opportunities will not depend on whether they are born male or female. Gender equality does not mean same or equal treatment; what is important is to ensure equal outcomes for women and men.

Hazard – A phenomenon having duration, magnitude and intensity that is potentially damaging and implies a risk to a population because of the potential for its occurrence.

Indicators – Characteristics or variables used for measuring intended changes, observing progress and measuring actual results against expected results.

Indirect beneficiaries – Members of an affected population who do not receive direct assistance but who benefit indirectly from assistance being given to their relatives, neighbours, friends or community.

Internally Displaced Persons (IDPs) – People who have fled or been forced to migrate from their homes as a result of war, civil strife, natural disasters or other form of crisis but remain within the territory of their own country.

Labour-based technology (LBT) – Labour-based technology is a structured method of providing or maintaining infrastructure to a specified standard, while optimising the use of labour, and employing people with fair working conditions. The use of labour is supplemented with appropriate equipment where necessary for reasons of quality or cost. It is a supervision-intensive system. The term incorporates the idea of optimising the mix of labour and equipment to produce a cost-effective result.

Local Economic Development (LED) A participatory process that encourages social dialogue and public-private partnerships in a defined geographical area. In this way, local stakeholders are enabled to jointly design and implement a development strategy by making use of the local endogenous potential and the competitive advantage of the area with the final objective of creating decent jobs and stimulating economic activity. Many areas in developed, transition and developing countries face the challenge to overcome unemployment, social exclusion and poverty. The LED approach offers a bottom-up and integrated answer to these multi-dimensional problems. The LED approach has several advantages in comparison to traditional top-down policies, conventional community based approaches or sectoral strategies. LED enhances local ownership of

the development process and fosters innovation by using local knowledge and capacities. Moreover, it addresses simultaneously the different dimensions of the development process by promoting entrepreneurship, networking, institutional building and local investment.

Micro-credit – The extension of small loans to poor persons who do not qualify for traditional bank loans.

Micro-finance – The provision of financial services to low-income persons, including the self-employed. Micro-finance is broader than micro-credit. It also encompasses other services such as micro-savings, micro-insurance, micro-leasing, payment and remittance transfer services.

Mitigation – A collective term used to encompass all activities undertaken in anticipation of the occurrence of a crisis. It comprises the advance planning and implementation of a spectrum of complementary and preventive measures in the social, economic, scientific or technical fields including risk reduction measures.

Mutual enterprise – A form of cooperative or self-help enterprise in which the members hold a substantial part of its assets in common ownership.

Partners – All actors associated with ILO response programmes during planning, design, implementation and monitoring including ILO constituents -governments (national, regional/provincial and local) workers' and employers' organizations, community-based organizations (CBOs), and relevant ad-hoc groups, assistance providers and other entities, local authorities (urban councils, village councils) and non-governmental groups (NGOs), as well as women's groups, traditional organizations, religious organizations etc.

Peace building – Actions to identify and support structures which will tend to strengthen and solidify peace in order to avoid a relapse into conflict. Promoting long-term peace is a complex process, and requires collective effort and the active participation of all the relevant actors of civil society.

Planning (pre-disaster) – Strategizing efforts and actions to reduce the impacts of disasters before they occur.

Planning (post-disaster) – Strategies to cope with existing damage and to design a system of actions toward preventing or mitigating future disasters.

Preparedness – Forecasting and taking precautionary measures to an imminent threat. Preparedness planning improves the response to the effects of a disaster by organizing the delivery of timely and effective assis-

tance. The term can be extended to cover measures of a precautionary kind in relation to other types of crisis as well.

Prevention – Measures aimed at impeding the occurrence or recurrence of a hazard event and/or preventing the event from causing harm.

Primary affected population – People requiring immediate assistance (food, water, shelter, medical aid, etc.) during an emergency situation; used mainly in a natural disaster context. It is important to distinguish “primary affected population” from the following:

- n Exposed population the total population potentially susceptible to a crisis.
- n Population at risk those whose life, property and livelihood are directly threatened by a crisis.
- n Target population those to whom a service (relief, rehabilitation) or assistance is provided, and are its primary beneficiaries.

Proximate causes of crisis: Proximate causes of crisis are those that can be traced to a recent time. They are considered “near-term” factors and usually consist of one or more series of events or processes which interact with structural causes to create crisis situations. Factors such as “sudden bank closures,” “increases in layoffs” “earthquakes,” and “corrupted election procedures,” may all be considered proximate causes of crisis.

Public works – Works undertaken by central or local government agencies for the benefit of the population in general, the infrastructure created remaining in the ownership of the agencies concerned, which assume responsibility for their management.

Quick/Rapid Impact Projects (QIPs or RIPs) – Projects designed to address short-term employment and rehabilitation needs and focused on the most vulnerable areas and groups.

Recovery/reconstruction – Developmental interventions which not only seek to build or repair the damage or return to status quo ante but also address medium and long-term needs and improvements in policies, programmes, systems and capacities to avert recurrence of crisis and reach higher levels of employment and standards of living.

Refugee – A person who is outside his or her former home country owing to a well-founded fear of persecution for reasons of race, religion, nationality, membership of a particular social group or political opinion, and who is unable or unwilling to avail himself or herself of the protection of that country, or to return there for reasons of fear of persecution.

Rehabilitation – Actions which enable the affected population to resume more or less “normal” patterns of life. These actions constitute a transitional phase and can be taken simultaneously with relief activities as well as further recovery and reconstruction activities.

Reintegration – A collective term used for all activities to assist people directly affected by a crisis, e.g. survivors of a disaster, disaster-affected communities, conflict-affected groups internally displaced persons, refugees, demobilized combatants, etc. into “normal” life. It is a comprehensive process of re-absorption for the individual, the household and the community, focusing on short and medium-term activities, into a social, economic and political system which is itself changing as a result of the crisis.

Rescue and relief includes saving lives and meeting immediate basic needs of disaster-affected populations, e.g. food, clothing, shelter and medical or emotional care.

Retraining – Provides training so that individuals who have lost their jobs can find new ones, or so that individuals who seek new careers can develop the competencies necessary.

Risk Consists of three components: the probability of occurrence of a hazard of a specified magnitude, identification of the elements that would be affected if the hazard event occurred, and the vulnerability of those elements to the hazard.

Self-help organizations (SHOs) – SHOs are associations that share a number of common characteristics: they all have an economic purpose (some may have direct social purposes as well) and they are owned and controlled by the people who primarily benefit from their activities. They are run for the benefit of their members. Examples of SHOs include: cooperatives of all types, credit unions, friendly societies, women’s groups, building societies, mutuals, economic associations and informal groups, all of which may have widely differing objectives. SHOs are not charities or state-directed organizations.

Social protection – Addresses the same situations and needs as “social security” but also includes voluntary measures, provided by private or non-statutory schemes with a similar objective such as mutual benefit societies, occupational pension schemes and community based schemes.

Social safety net – Means public measures to provide people with a basic level of financial and social support which is financed from general revenues rather than from social security contributions.

Social security – Means the protection provided by society through a series of public measures to offset the interruption or cessation of income

from work due to contingencies such as sickness, unemployment, employment injury, disability, old age and the death of a breadwinner, to provide people with health care or to provide financial support to families with children.

Structural causes of crisis: Structural causes of crisis are those causes that are long-term, systemic or endemic in a society. Structural causes are often referred to as “root causes,” since they are deeply entrenched in society, and have existed for years, if not decades and centuries. Factors such as “inequitable distribution of income,” “unequal access to economic and political opportunities,” “social or ethnic exclusion from opportunities,” “people living in high risk marginal lands,” may all be considered structural causes.

Target Beneficiaries – Members of an affected population who receive assistance or are targeted by an intervention. Beneficiaries are chosen for assistance based on anthropometrics or socio-economic criteria.

Time line – Set of planned actions from the beginning to the end of intervention which also includes the preparatory and post-programme planning and evaluation.

Vocational education and training (VET) – Refers to programmes that equip individuals with skills or more broadly-based competencies directly related to occupational, enterprise or industry-based requirements. Programmes that aim to enhance competencies (like literacy) that are useful in all occupations are considered academic or general education. *Pre-employment* VET prepares individuals for initial entry into employment. *Remedial* VET provides education and training for individuals who are in some way marginalized or out of the mainstream labour force, such as the unemployed.

Vocational rehabilitation – A process which enables disabled persons to secure, retain and advance in suitable employment and thereby furthers their self-reliance integration or reintegration into society.

Vulnerability – Propensity of a society to experience substantial damage, disruption and casualties as the result of a hazard. Vulnerability could also relate to specific groups in society who are likely to be harder hit by a crisis than other groups, due to their economic and social status.

Workplace-based training – Provides additional training for those already employed to improve their skills to accommodate technological and organizational changes in the workplace, or to advance within a firm or occupation. This type of training may need to be supported with an off-the-job component, as is the case in many forms of apprenticeship.

Introduction to the manual

Purpose and scope

The manual, “ILO’s Generic Crisis Response Modules,” is designed to promote coherence and consistency in ILO response to crisis-related situations and to help readers adopt strategies appropriate to the context of the crisis situation. ILO’s decent work related interventions may well be among the most crucial of crisis responses, as they are geared to reintegration of crisis-affected groups and rehabilitation and reconstruction of their communities and countries, but also serve to facilitate return to the path of development or subsistence. The Modules introduce ILO staff, consultants and constituents to aspects of **crisis situations of concern to ILO**, highlight the **key roles ILO can play in crisis response**, examine **ILO’s areas of comparative advantage** and present **additional references** for those desiring further in-depth study of the topics herein. The manual is intended to support the efforts of individuals at headquarters and in the field, as well as staff from associated agencies, by bringing together important technical and operational information to promote their effective response to four types of crises situations: natural disasters, financial and economic downturns, armed conflicts and social and political transitions.

This manual discusses:

- n The importance of root causes of crises in the development of an appropriate response strategy
- n Preparedness and mitigation measures that ILO staff can undertake in the pre-crisis phase
- n The range of potential ILO responses to crises, both immediate and medium-term
- n Mechanisms for ILO coordination with UN and other assistance agencies and constituents in response

Structure of the manual

“ILO’s Generic Crisis Response Modules” is comprised of two parts. Part 1 provides an overview of the nature and complexity of crises and presents the criteria, principles and roles that shape ILO’s response. Part 2 consists of the following four stand-alone crisis modules:

- Module 1:** Natural Disasters
- Module 2:** Financial and Economic Downturns
- Module 3:** Armed Conflicts
- Module 4:** Social and Political Transitions

Each of these modules has a similar structure so that comparisons can be made between sections and the similarities and differences noted. Each crisis module is organized as follows:

I. Introduction to the crisis

- n Characteristics of the crisis
- n Causes of the crisis
- n Societal impacts of the crisis
- n Broader context of response

II. ILO’s Response

- n Pre-crisis preparedness and mitigation
- n Response at the time of crisis
- n Immediate/short-term response
- n Medium/long-term response

Part 1: Crises and ILO Crisis Response

I. Overview of crises

A. The nature of crises

The term crisis encompasses a variety of situations in which the functioning of a society is seriously disrupted, causing widespread human, material or environmental losses which exceed the ability of the affected society to cope using its own resources. A clear and marked deterioration in this ability to cope, whether among specific groups or entire communities, often generates a need for external intervention to support those in difficulty.

Crises, whether classified as natural disasters, armed conflicts, financial and economic downturns or difficult social and political transitions, are often seen as aberrant events that lie outside of everyday reality. In fact, they are a reflection of the way societies structure themselves economically and socially, of their state of development and of the interaction which occurs between societies and states. Vulnerability to crises is a result of deep rooted factors within a society, including poverty, population pressure, unequal access to economic opportunities, an absence of social dialogue and a lack of resources and basic services.

Countries in crisis (and countries affected by crisis in their sub-region) often call upon the international community to assist in their recovery efforts. ILO's interventions related to employment and other decent work concerns may be among the most crucial of crisis responses, as they also promote the return to the path of development. While crises may hinder national development efforts, they can also be "turning points," at which opportunities arise for improvements and changes. Governments and assistance agencies can take advantage of the improved receptivity for change that often occurs in a post-crisis environment as a "window of opportunity" to design programmes aimed at reducing vulnerability and strengthening coping mechanisms. Assistance providers increasingly view both "emergency response" programmes and "development" programmes as interconnected strategies in the quest to improve prevention and mitigation of crisis situations.

B. The complexity of crises

Crises rarely emanate from a single cause. They are more frequently the result of a complex interaction of *underlying factors* that reach the crisis stage as a result of a *trigger*, or triggering event. *Downstream effects* or after-shocks follow some crises, compounding their effects. Such aftershocks may include significant increases in unemployment or increased marginalisation of social groups. Further, an inadequate or inappropriate response to an immediate crisis may precipitate other types of crises.

This combination of causes often results in *complex emergencies*. These complex crises are political, human-made and multidimensional resulting in widespread deaths, displacement, disease or hunger. They stem from root causes such as unequal access to social, economic and political processes, repressive state policies, stagnation and declines in income, or scarcity of natural resources.

C. Types of crisis covered by IFP/CRISIS

The ILO InFocus Programme on Crisis Response and Reconstruction (IFP/CRISIS) responds to crises resulting from four types of situations: natural disaster, financial and economic downturns, armed conflicts, and difficult social and political transitions. In crisis response, it is necessary to understand the origin, history and nature of the crisis in order to design approaches and strategies to deal with it. It is important to stress here that the crises described below are “pure” types.

Natural Disasters often arise when there is a *sudden onset* of destructive natural forces, such as an earthquake, flood or tropical cyclone, which impacts humans and their environment and results in loss of life, infrastructure and employment opportunities. The potential for crisis increases with the alteration of the environment by human habitation and the absence of sufficient mitigation measures. *Slow-onset* disasters, such those that degrade the environment – drought, deforestation and desertification – are insidious but devastating. Their effects build up over time and lead to a reduction in the quality of life, an erosion of livelihoods and a tendency to contribute to other types of crisis. An event which may not immediately appear to be a disaster can, because of poor living conditions, have a devastating impact on people and their communities. Certain so-called “natural” disasters are largely human-made. These include crises of a technological nature, such as chemical and industrial accidents and environmental pollution. Such crises are addressed by the ILO SAFEWORK Programme rather than by IFP/CRISIS. Other natural

disasters are of a cyclical nature and are due to the particular geographical location or prevailing climatic patterns of a particular country.

Financial and economic downturns are often characterized by drastic declines in real GDP growth, falls in equity prices and output, very high inflation rates and sharp drops in exchange rates, consumption and incomes. Other symptoms may include excessive export dependency, vulnerability to trends on the international capital markets and deteriorating terms of trade, heavy burden of external debt, and restrictions on the state's options for correcting the imbalances. When combined with other factors, in particular the effects of social and political transitions, such tensions may lead to social schisms and armed conflicts. Poverty and inequality may not create a crisis by themselves, but they often set the stage for triggering events. A crisis may be triggered, for example, by a perception of increased risk on the part of external investors, causing a sudden and massive outflow of capital.

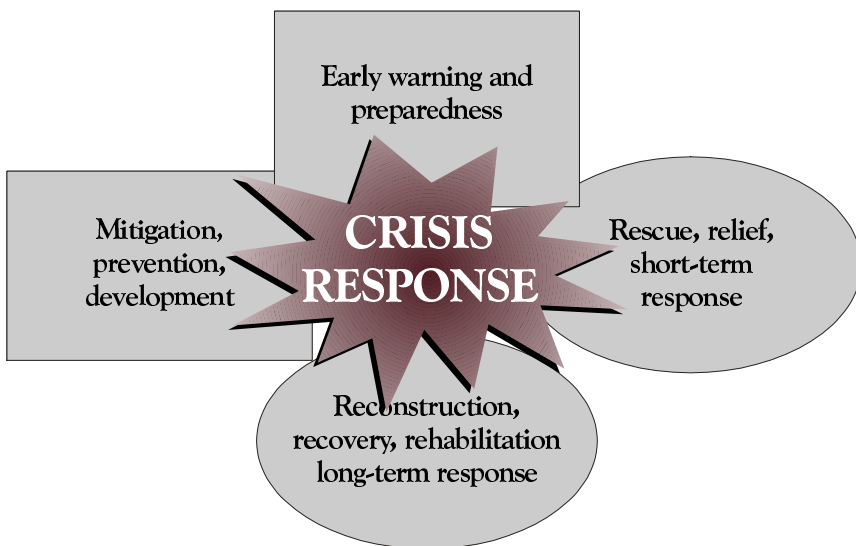
Armed conflicts usually stem from a combination of socio-political or socio-economic tensions, with their roots in such deeply embedded problems as imperialism, colonialism, historical conflicts, struggles to control valuable natural resources (like rainforests or diamonds), economic growth failures, ethnic rivalry and social exclusion, and more proximate trigger events. Armed conflicts may also arise from a struggle to control scarce natural resources which have been damaged by mismanagement of the natural environment or through overpopulation. Most complex emergencies are characterized by localized or generalized armed conflict.

Social and Political Transitions can occur as a result of an economic transition from a centrally planned to a market oriented economy, or a transition from one type of political regime to another. The tensions accompanying these changes may be compounded by recession, inefficiency, bankruptcy, lack of foreign investment, and unemployment. Factors contributing to crisis may include tensions between religious, ethnic or political groups or the weakness of dominant political parties. The process of restructuring and the often slow rates of improvement in social and economic situations may cause social unrest, increases in crime and general insecurity. Countries in socio-political transition may not always fall into crisis but rather exist in a state of prolonged political instability. A triggering event, such as real or perceived threats to minority groups, deregulation measures or withdrawal of subsidies, may lead to violence and civil conflict.

D. Phases of crisis response

Crisis response phases and their corresponding programmes are best viewed as overlapping and interrelated, as depicted on the diagram below. A crisis does not necessarily follow any set pattern, chronology or order. An armed conflict, for example, can exist in several stages at the same time within a country. As conflict is resolved or diminishes in some areas, rehabilitation, recovery and continuation of development efforts may become appropriate therein, while humanitarian assistance is still required in others. Another type of overlap occurs, for example, in the recovery stage, which needs to also involve programmes for improving early warning mechanisms. It is clear, therefore, that the relationship between crisis response phases is not so much a cycle as a continuum. Nonetheless, although these different stages may be difficult to separate in reality, for programmatic purposes it is sometimes helpful to do so.

Mitigation and Prevention – Because the threat of crisis looms large in many countries, mitigation and prevention are the core, and the underlying philosophy, of the crisis response cycle. They are also an integral part of development strategies. Mitigation measures encompass all actions taken to prevent and reduce the effects of disaster, including those taken in anticipation of a crisis, in crisis response and in the longer-term for risk reduction.



Early Warning Efficient response planning is usually difficult or impossible without timely and relevant information on potential or actual crises. This can be provided through early warning systems. These national and international systems monitor the situation in communities or areas known to be vulnerable to crises so that effective relief assistance will be ready when needed.

Preparedness – In order to minimize the effects of crises, including the loss of lives and livelihoods, activities can be undertaken beforehand. Preparation can include formulation of contingency plans, disaster profiles and evacuation plans, establishment of institutional arrangements for emergency employment creation, including a shelf of schemes, and development of social safety nets.

Rescue and Relief – Immediate response is provided by assistance agencies, communities and peace keeping forces to save lives and livelihoods and to meet basic needs for water, food, and shelter. These programmes should be planned with a view to long-term consequences, such that they avoid creating dependency and other harmful effects, while facilitating employment, recovery and development.

Reconstruction, recovery and rehabilitation – Longer-term programmes are undertaken after a crisis abates, conditions permitting, in order to restore communities to their former state of development and facilitate the changes needed to reduce vulnerability. These programmes may link relief and development or may be contiguous with long-term development strategies and inputs. They may include quick impact projects, social dialogue programmes, employment generation, micro-credit or rebuilding of infrastructure. They may also focus on the reintegration of demobilized soldiers, de-mining, return or reintegration of refugees and internally displaced persons or economic stabilization. Labour-based intensive reconstruction can also be an important strategy, creating jobs and incomes locally and helping people to rebuild their own dwellings and lives.

E. The employment and other decent work dimensions of crisis response

In view of the need to protect vulnerable groups and individuals from the effects of crises, and to reduce their vulnerability to future crises, ILO's institutional goals have been expanded to include a capacity for rapid and sustainable response to crisis situations focusing on the often overlooked “employment and other decent work dimensions” and socio-economic concerns in crisis situations. The ILO response builds on

ILO's core mandate and comparative advantage in the promotion of employment, social dialogue, social protection and international labour standards. ILO's long-term goal is also to expand and enrich its working relationships with governments and civil society as well as with donors and other concerned agencies. IFP/CRISIS was established to tackle the employment and other decent work challenges of crises, to promote socio-economic reintegration of the crisis-affected groups and the reconstruction of their communities, and to strengthen the capacity of ILO and its constituents to respond to crisis in a timely, comprehensive and effective manner. IFP/CRISIS works to devise lasting solutions to crises, through special attention to employment promotion, poverty alleviation, social dialogue, upholding fundamental principles and rights, social protection and other socio-economic concerns. It is important to stress that employment concerns are relevant throughout the continuum from relief to rehabilitation, reconstruction, recovery and development. Poverty and high levels of unemployment typically characterize crises and need to be addressed right from the start.

II. ILO's response to crisis – The basics

A. Criteria for ILO intervention

It is neither possible nor necessary for ILO to intervene in all crisis situations. Five basic criteria guide ILO's decision of whether or not to respond. These are:

- n The *degree of gravity* of the crisis in terms of its *actual or likely human impact on employment, poverty, social exclusion and socio-economic security*;
- n The *level of UN concern and degree of involvement planned by the UN system*;
- n The *interest expressed by the government and ILO constituents in an ILO response*;
- n The *degree of development and capacity* of the country to deal with rehabilitation and recovery;
- n *ILO's own assessment* of the need for, and appropriateness of, its response and the availability of resources, including not only technical capacity but also financial and human resources.

Within this framework, ILO establishes priorities on a case-by-case basis through rapid consultation within the UN system and the ILO field structures. Among the key considerations are:

- n views expressed by the member state and ILO constituents; and
- n ILO's technical capacity and comparative advantage.

A decision to respond must be made in a *timely manner at the earliest possible stage*. It will normally be the outcome of consultations between headquarters, the relevant field offices and ILO constituents. The roles and responsibilities of the different ILO actors are described in section D below.

B. ILO's basic principles of operation

ILO promotes human rights and upholds certain principles and standards for operation in all of its activities. Hence, these rights and standards form the foundation of ILO's crisis response and should be adapted as appropriate in each situation. They include:

- n **Decent work:** promotion of opportunities for all women and men to obtain decent and productive work, in conditions of freedom equity, security and human dignity;
- n Principles and human rights embodied in the **International Labour Standards** particularly decent wages and working conditions;
- n **Tripartite approach**, involving governments and social partners in all aspects of policy, programme development and implementation including improved labour laws and decent wage levels;
- n **Participative planning and implementation** with the intended beneficiaries to ensure local ownership and sustainability;
- n **Collaboration and partnership** with the UN system, other international bodies, donors, international and national NGOs;
- n **Capacity building** of target groups and their organizations, programme associates and partners, social partners, institutions and agencies in the labour and employment field including skills and business training and related services;
- n Highlighting and mainstreaming **gender concerns**;
- n Specific attention to special crisis-affected groups, such as **youth and disabled persons and indigenous and tribal populations**.

C. Dimensions of ILO response

Crisis situations are characterized by dynamic, volatile and unstable conditions, with unpredictable and uncertain outcomes. Crises are often portrayed as occurring in three main stages: pre-crisis, crisis, and post-crisis. As noted above, however, experience demonstrates that a crisis rarely follows any set pattern, chronology or order. This has implications for response because emergency humanitarian relief, rehabilitation initiatives and reconstruction assistance, and even development measures, will tend to overlap. This requires that short-term and mid-term

goals be pursued simultaneously. For example, legal and administrative frameworks to regulate labour markets and employment would be required in the immediate aftermath of an armed conflict and these would continue to be important during reconstruction and the subsequent return to the path of development. Furthermore, the way humanitarian relief is handled can facilitate or impede the rehabilitation and reconstruction process.

There are at least four possible dimensions to an ILO crisis response. These dimensions include:

- n **Monitoring**, which may include design and implementation of an early warning system based on selected and periodically updated indicators, use of existing data systems for measurement and diagnosis of potential crises, identification of crisis-prone countries and preparation of crisis and country profiles.
- n **Prevention and mitigation** will encompass all activities undertaken in anticipation of a crisis, including advocacy and social dialogue to avert the crisis, preparedness through pre-planning the approach, strategy, intervention points and options, research and data collection, advance technical preparation of project packages to address vulnerability and needs for early recovery and rehabilitation (e.g. counter cyclical emergency employment schemes, micro business schemes, related skill and business training material), and consultations within the UN system and with NGOs and social partners.
- n **Intervention** beginning in the early stages of the crisis, through needs assessment, and continuing through rehabilitation, recovery and reconstruction based on a need-specific and situation-specific response and modifications to any existing ILO projects or programmes. Interventions can involve direct support activities or advisory support to other major UN programmes.
- n **Capacity building** is an explicit goal of all ILO activities but is of key concern in crisis situations. The capacity to monitor, prevent, mitigate and intervene in crisis has to be built up within crisis-prone countries. Analysis of a crisis situation may reveal needs for capacity building which were not previously recognized, as crisis is not “business as usual” and thus requires special skills. Furthermore, a crisis may provide the opportunity for successful capacity building, as the climate is more conducive to implementing prevention and mitigation measures at all levels of society. Capacity building activities may include:

- n developing crisis-related employment and poverty monitoring systems
- n preparation of crisis profiles
- n developing appropriate mitigation measures including counter cyclical programmes and related technical and institutional measures
- n promoting a social dialogue framework involving, in particular, social partners
- n developing and managing post-crisis recovery policies, processes, systems and institutions in ILO fields
- n seconding ILO specialist staff to UN Interim administrations.

D. Roles and responsibilities of IFP/CRISIS core team, focal points, field/headquarters

The IFP/CRISIS Programme 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. Closely interrelated responsibilities are shared 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. In each instance where intervention is proposed, the roles of IFP/CRISIS, headquarters' departments and programmes, Regional Offices, MDTs and Area Offices will need to be clearly defined. At the same time, some general definition of roles and responsibilities is necessary and is given below.

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 observance of set criteria in the decision to respond to a crisis. In addition, there are responsibilities that are specific to the different structures. These responsibilities are spelt out below:

IFP/CRISIS core team

The roles and responsibilities of the IFP/CRISIS core team are to:

- n Serve as a 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 a particular country crisis.
- n Prepare relevant tools, criteria, best practices and operational modalities for ILO's crisis response with inputs from the field and the other ILO technical departments.
- n Maintain dialogue and develop partnerships with all key players in crisis response.
- n Represent ILO at relevant UN and non-UN fora.
- n Undertake research on key issues, maintaining an active external research network and mobilizing technical inputs from various parts of the ILO.
- n Develop and implement regular capacity building of ILO and constituents in crisis response in addition to providing relevant advisory services.
- n Negotiate and agree on rescheduling of resources for country activities to ensure rapid response to a crisis.
- n Provide the DG/CABINET with regular early warning information.
- n Prepare regular reports for 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.
- n Provide orientation to the crisis network of focal points and have direct communication with them.
- n Undertake advocacy, with the field and other ILO structures, on the employment and other socio-economic aspects of crisis and of ILO's unique role in this sphere.

Regularly consult all relevant technical departments and field structures and also share information with them.

- n Develop fast tracking arrangements including potential revisions of administrative rules and financial procedures to make them flexible and conducive to rapid response.
- n Establish, and work closely with, an office-wide crisis network of focal points at all levels of the ILO structures.

- n Establish a hotline information service and develop and maintain a regular monitoring system for actual and anticipated interventions
- n Establish an interactive, e-mail-based information service for focal points.
- n Provide technical backstopping to ad-hoc task forces set up to follow-up on crisis response.
- n Compile roster of appropriate consultants.
- n Document relevant crisis response experiences and compile lessons gathered.
- n Maintain IFP/CRISIS at the cutting-edge of new initiatives, ideas and approaches in crisis response.
- n Promote crisis-solving culture and sensitivity, as well as common understanding throughout the office of steps, concepts and approaches to ILO's crisis response.
- n Maintain a regularly updated website with relevant field links.
- n Disseminate information.
- n Promote ILO's participation in CAPs (Consolidated Appeals Process) and other UN system-wide activities.
- n Maintain links with donors and promote resource mobilization for crisis response.

Designated crisis focal persons (DCFPs) at headquarters

The DCFPs have the following roles and responsibilities:

- n Act as the first point of contact with IFP/CRISIS.
- n Promote a culture of crisis responsiveness and knowledge among their colleagues.
- n Provide IFP/CRISIS with regular reports on their interventions and activities in crisis sensitive or crisis-prone countries.
- n Participate in rapid needs assessment missions to crisis countries and/or suggest suitable colleagues/consultants.
- n Collaborate with IFP/CRISIS in developing and updating manuals and other tools of response and in research, training and advocacy activities.

Designated crisis focal persons (DCFPs) in the field

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

- n Act as the first point of contact between the headquarters and the field.
- n Promote a local office culture of crisis responsiveness and knowledge.
- n Maintain a local library of key crisis response documents.
- n Establish a local database of key contacts, agencies, consultants and donors.
- n Report regularly on crisis-sensitive or crisis-prone countries in their area of geographical responsibility (early warning).
- n Participate in and/or suggest suitable colleagues/consultants for rapid needs assessment missions in crisis countries.
- n Work with headquarters IFP/CRISIS core team in developing and updating manuals and other tools for crisis response.
- n Collaborate with headquarters on providing support to mutually agreed research work relating to crisis.
- n Maintain dialogue with the ILO social partners, donors and NGOs involved in crisis response work at local level.
- n Liaise with UNDAC national systems and UNDMTs to ensure, where appropriate, ILO concerns and involvement in any UN crisis response initiatives.
- n Act as link to headquarters when local crisis taskforces are established for a particular intervention.
- n Contribute to advocacy work.

MDTs/Area Offices

The MDT/Area Offices have a responsibility to:

- n Be at the forefront of early warning and collection of political intelligence on countries at risk in their subregions.
- n 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.

- n Mainstream crisis preparedness and response into their workplans and resource allocations and share responsibility with IFP/CRISIS core team when crisis response to a particular country has to be undertaken.
- n Provide guidance and support to constituents in crisis-response.
- n Identify subregional, national and other repercussions of crisis.
- n Identify relevant potential partners for ILO's crisis response activities at the country level.
- n Contribute to identification of relevant local crisis response consultants and research institutions that ILO can collaborate with in its crisis response work.
- n Promote establishment of crisis response task forces (when needed in response to specific crises) involving the relevant expertise available in the region.
- n Collaborate with IFP/CRISIS in developing and updating manuals and other tools of response and in research, training and advocacy activities.
- n Represent the ILO at UN Consolidated Appeals Process (CAP) discussions and facilitate ILO inclusion in CAP meetings for crisis response where the ILO is committed to intervention.

Regional Offices

The Regional Offices have a responsibility to:

- n Provide political support (in conjunction with Cabinet) for specific ILO crisis responses.
- n 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.
- n Ensure consideration of the regional dimensions of crises in ILO's crisis responses.
- n Mainstream crisis concerns into regional programming and budgeting of ILO activities and management of financial and technical resources.

Part 2: Crisis Modules

Module 1 – Natural Disasters¹

I. Introduction to natural disasters

A. Characteristics – disasters and hazards

A natural **hazard** refers to the potential occurrence, in a specific time period and geographic area, of a natural phenomenon that may adversely affect human life, property or activity. The occurrence of a natural hazard (an earthquake, flood, or cyclone, for example) becomes a natural **disaster** when it results in extensive injuries, loss of life and livelihoods, displacement and homelessness and/or destruction and damage to infrastructure and property. A cyclone that surges over an uninhabited island is not a disaster. It becomes one, however, if it hits the populated coast of Bangladesh, where pre-existing poverty and vulnerabilities would allow it to cause widespread loss of life and property.

B. The nature of hazards – four major categories

Natural hazards which are capable of becoming natural disasters can be classified in terms of their nature and origin. The most widespread and dangerous type is **geological hazards**, which includes earthquakes, tsunamis, volcanic eruptions and landslides. **Climatic hazards** include tropical cyclones, floods and drought.

Environmental hazards include wildfire and environmental devastation, such as desertification or deforestation. **Technological hazards** arise from inadequate scientific or technical attention or protection, including poor town planning or zoning.

The severity, duration and location of natural hazards vary widely. The potential for disruption of each type of hazard varies according to the intensity of the disaster impact, its geographic relation to populations and economic assets and the type of economic activity in progress. In planning an appropriate disaster response, it is essential to be aware of the unique causes and characteristics of the disaster, as well as its predictability and

¹ This module draws upon the material presented in the UNDP-OCHA Disaster Management Training Programme and related documentation.

likely reoccurrence. **Annex 1** provides a quick comparison of these elements for certain types of disasters.

The final category of hazards is **future hazards** and includes the El Niño Southern Oscillation (ENSO) effect and climatic variation.

C. *Causes*

Many natural and human phenomena contribute to a society's vulnerability to natural disasters. The natural phenomena include the various natural hazards referred to earlier. Many regions and countries are prone to these hazards because of their geographic location and physical environment. For example, the Philippines is situated on the western rim of the Pacific Ocean where 50 per cent of the world's tropical storms and 80 per cent of its earthquakes occur. In general, however, vulnerability to natural disaster is the greatest where people lack resources and coping mechanisms to prepare for and deal with the effects of the hazard and where national regulations and preparedness measures do not provide the needed protection.

Most disaster studies show that the wealthiest members of a population either survive a disaster unaffected or are able to recover quickly. Poorer segments of the population, however, suffer the greatest adverse impacts. Poverty, therefore, is a major contributing factor to disasters. Poverty explains why people in urban areas are forced to live on hills that are prone to landslides, or why people settle near volcanoes or rivers that invariably flood their banks. It also explains why famines, more often than not, stem from an absence of purchasing power to buy food than from the absence of food itself.

On balance, those most socially excluded and economically insecure in any society or community are also the least able to access or control resources needed during and in the aftermath of a damaging cyclone or lengthy drought. Women, the frail elderly, children, members of subordinated cultural or racial groups, the chronically ill, undocumented residents, the pre-disaster homeless and other socially marginalized populations are least likely to have the social power, economic resources, and physical capacities needed to anticipate, survive, and recover from the effects of massive floods, long-lasting drought, volcanic eruptions, and other extreme environmental events.

Many disasters are either caused or exacerbated by human activity that changes or degrades the environment. Deforestation leads to rapid rain run-off, which contributes to landslides, erosion and flooding. Drought – and the relative severity and length of time the drought lasts – is

mainly a natural phenomenon. Agricultural development encroaching on the margins of desert lands and inequalities or inefficiencies in the system of food distribution, however, tend to aggravate the situation. Similarly, climate change, which is presumed to be a result of global warming, and the flooding and desertification associated with it, may further increase the number of disasters worldwide. Already there is evidence that global warming is contributing to the rise in sea levels, and many low-lying Pacific Nations are now vulnerable to inundation.

Disasters can also happen because people who are vulnerable to natural hazards simply do not know how to get out of harm's way or what protective measures to take. There may be a lack of awareness about what how to build safe structures on safe locations. Some people may not know about safe evacuation routes and procedures, while others may not know where to turn for assistance in times of acute distress. Again, ignorance of these options is more common among the poorer and less educated segments of society.

D. Societal impacts

The direct, indirect and secondary effects of natural disasters are often enormous in relation to the resources and capacities of the affected countries. Disasters result in loss of lives, serious immediate and long-term economic damage and severe impacts on social conditions. The economic costs of disasters are staggering. Worldwide disaster losses rose from an estimated US\$1 billion per year in 1960 to around US\$40-50 billion per year in the early 1990's, to an astounding US\$100 billion per year in the last years of the decade.²

Natural disasters can obliterate decades of development. Tropical storms can destroy factories, fishing ports, transport, storage and power systems, telecommunications and private housing. Earthquake damage can destroy buildings, transport and public utilities. A further loss of development resources follows from subsequent reductions in the production of goods and provision of services. In addition, income lost as a result of lost production has a particularly negative impact on consumer ability to purchase goods and services. Loss of productivity and damage to transportation infrastructure may also result in a loss of export markets. The impacts on the non-formal sector may also be devastating, as it is particularly sensitive to price increases and has little by way of stocks of goods.

² Bruce, J.: "Lessons from the 1990s: Disaster Loss Mitigation and Sustainable Development", in Jon Ingleton (ed.): *Natural Disaster Management*, commemorating the International Decade for Natural Disaster Reduction. Published by Tudor Rose, 1999, page 29.

The destruction of their homes not only deprives non-formal sector workers of shelter, but of a site for economic activity as well.³

Secondary effects of disasters, including inflation, balance of payment problems, increases in fiscal expenditures and decreases in monetary reserves, can also disrupt the economy and development process. An increase in the country's debt means that as the debt service burden increases, countries have fewer resources available to invest in productive enterprises. The outcome is usually the lowering of economic growth, delays to development programmes, cancellation of programmes and disincentives to new investment.

Case: Mitch in Honduras – Anatomy of a Hurricane Disaster⁴

Hurricane Mitch, the “most destructive storm in the western hemisphere in 200 years,” ripped through Central America in the final days of October 1998. In Honduras alone, an estimated 6,000 people died. In addition, 60 per cent of the country's bridges, a quarter of its schools and 50 per cent of its agricultural productivity were destroyed. One Honduran town, Baracao, was inundated completely, and the railway, a vital lifeline to the banana town, was washed away. Future agricultural production was threatened as the country lost most of its seed stocks for future planting. In the weeks after Mitch, the largest banana-growing estate laid off some **90,000 workers**, warning there would be no crop for two years and hinting that their company might have to leave the country altogether. Furthermore, throughout the country, around 70,000 houses were damaged and thousands of people were left homeless. As many as 80,000 people nationwide were still considered homeless in December 1998. On the health side, new risks surfaced as many sewage and water supply systems were destroyed or left in a bad state of repair. Additional risks were created when the flood waters “liberated” and dislocated thousands of landmines remaining from the regional wars of the 1980s.

³ See Stephenson, R.S., Ph.D., *Disasters and Development*, 2nd Ed., UNDP-DHA, Disaster Management Training Programme, 1994.

⁴ Walter, Jonathan (ed.): *IFRC World Disasters Report 1999*, Chapter 3, “Mitch: Anatomy of hurricane disaster”, pp. 42-53.

E. *The broader context of response*

National governments bear the major responsibility for disaster response. One or more government agencies and national networks are normally responsible for disaster preparedness and post-disaster management, including institutional arrangements for administering relief programmes, delivery systems for food and other relief supplies, community mobilization, etc. Many countries have prepared ***national disaster profiles*** which describe the history of the incidence and magnitude of particular types of disasters in different areas, their impact on the population and the economy, the kinds of needs which can be anticipated and the types of post-disaster interventions and assistance which might be required. Many countries have also established contingency plans for response to the crises they are most vulnerable to. Unfortunately, the employment aspects of disasters are often not adequately addressed in these profiles and plans.

UN agencies are often requested to provide collaborative assistance to enhance national efforts. When requested by the disaster-affected country, OCHA fields a disaster relief mission. (Eight missions were launched in 1999).⁵ These missions are organized and coordinated by the UN Disaster Assessment and Coordination Team (UNDAC) composed of UN Agencies and 36 member countries.⁶

UN assistance is coordinated by OCHA at the headquarters level and by the UN Disaster Management Team (DMT) at the national level. The roles of several agencies (OCHA, UNDP, UNICEF, WFP, WHO) in post-disaster assistance have been well established. In most cases, long-term UNDP/UNICEF working relationships have been developed with government agencies responsible for post-disaster management. It is important for the ILO to participate in National UN Coordinated Disaster Preparedness or Disaster Response Programmes, and in particular to ensure ILO's employment concerns are included in Consolidated Appeals Process documentation and meetings.

⁵ These were: Colombia earthquake (Jan.-Feb.); Turkey earthquake (Aug.-Sept.); Bolivia forest fires (Aug.-Sept.); China (Prov. of Taiwan) earthquake (Sept.); India cyclone (Nov.); Turkey earthquake (Nov.); Vanuatu earthquake/tsunami (Dec.); Venezuela landslides (Dec.).

⁶ These include: Austria, Denmark, Finland, France, Germany, Iceland, Norway, Russia, Sweden, Switzerland, U.K.; Kenya, Zambia; Argentina, Brazil, Colombia, Costa Rica, Ecuador, El Salvador, Guatemala, Nicaragua, Paraguay, Peru, Venezuela; Australia, Cook Isl, Papua New Guinea, Samoa, Solomon Isl, Tonga, Vanuatu.

II. ILO's response

A. Overview of ILO response

ILO's assistance to countries affected by natural disaster may be viewed in terms of immediate (the first 6 months), short-term (6-9 months) and medium to long-term responses (greater than 9 months). ILO's participation in a response effort is predicated on certain criteria, described in the Part One of this manual. When a decision is made to participate, it is important for ILO representatives to join the UNDAC effort at the earliest possible stage, so that ILO concerns can be incorporated into the multi-agency strategic planning process.

In the pre-crisis stage, ILO staff can undertake disaster preparedness activities, while ongoing ILO projects contain components specifically designed to help mitigate disasters. For crisis response, ILO conducts a needs assessment and designs an appropriate strategy for immediate, short-term and medium-term responses that is compatible with efforts of other assistance agencies and the host country's needs.

B. Pre-crisis preparedness and mitigation

Natural disasters are a type of crisis that tends to recur. Preparedness is both possible and desirable and contributes to the mitigation of impacts.

ILO activities in the pre-crisis phase may include:

- n Linking-up with early warning and monitoring systems;
- n Reviewing past and ongoing ILO activities in disaster-prone countries to determine and adapt any good practices and lessons learned;
- n Reviewing national disaster profiles to identify areas relevant to ILO's expertise and potential for intervention.

More specifically, ILO staff may undertake these important steps:

- n Examining existing Disaster Management Plans and consulting UNDMT to ensure that adequate attention is paid to ILO's areas of concern, including:
 - Gender aspects;
 - Employment preparedness, including the capacity to launch emergency employment schemes at short notice;

- Training preparedness, including accelerated skill acquisition schemes, small contractor training in disaster-prone areas;
 - Micro-businesses – local resources in disaster-prone areas, regulatory frameworks, micro-finance (source, availability, institutions), technical and marketing support and training.
- n Identifying groups in the labour market who are most at risk in the event of a natural disaster.
 - n Identifying and strengthening coping mechanisms in disaster-prone areas through secure access to voluntary social protection schemes and savings and credit associations.
 - n Identifying and strengthening the role of ministries of labour, social partners, associates and service providers.

C. *Response at the time of crisis*

The most common immediate responses to a natural disaster are rescue and relief operations aimed at saving lives and meeting the basic needs of the affected population. Experience shows that soon after their basic needs are met, the affected communities turn their attention to “rebuilding their lives”. The time lag between rescue and relief and rehabilitation may be very short, sometimes as little as 2-4 weeks. This is particularly true where there is no large-scale population displacement, but livelihoods and social support systems are suddenly disrupted.

ILO’s actual intervention may begin as soon as rehabilitation efforts can safely take place. However assessments, as the basis for planning the intervention, and the planning process itself should be initiated as soon as possible and should involve government agencies, other constituents, and the individuals who will participate in the programmes.

Typically, the main components of an UNDAC assessment are:

- n impact of the disaster on the community and the area affected;
- n damage by sector;
- n ability of the community to cope with the situation;
- n effects on population, including the most vulnerable segments of the affected population;
- n impact on physical infrastructure, especially lifelines and critical facilities;
- n projected evolution/secondary threats;

- n extent of response by the affected country and its internal capacity to cope with the situation;
- n international response on-site.

ILO Needs Assessment. An ILO needs assessment aims to extend the scope of the UNDAC exercise to include ILO concerns, particularly short-term rehabilitation needs. The ILO needs assessment may be carried out either in conjunction with UNDAC or separately.

The ILO needs assessment may build upon the information collected by UNDAC. The base-line data included in the disaster profile is also useful. The assessment should seek to identify the most critical challenges for an ILO response and take stock of the tools and resources both available and required to address them. The ILO assessment usually requires about 3 weeks to complete. (ILO staff should refer to ILO's ***Crisis Response Rapid Needs Assessment Manual*** for more detailed information.)

Components of the ILO assessment for natural disasters include:

- n age, sex, education and skill profile of the affected population;
- n profile of employment services and employment services centres;
- n damage to infrastructure and related service needs of the affected areas; damage to institutions and support systems;
- n vulnerability and risk assessment;
- n gender sensitivity analysis, dependency, women-headed households;
- n rapid disability status survey;
- n coping and survival strategies of affected population;
- n locally available facilities (schools, training centres, banking and business related services), and resources;
- n locally available engineering resources – construction materials, equipment, contractors and consultants;
- n capacity of relevant institutions and affected communities;
- n immediate training and capacity-building needs;
- n quick impact project profiles and linkages to longer-term development activities;
- n implementation mechanisms and identification of potential implementation partners.

The timing of needs assessment may be affected by the nature of the disaster. For example, in cases of extensive flooding, assessments related to immediate rehabilitation needs may be finalized only after flood waters recede. For earthquakes, generally both assessment and rehabilitation can be undertaken immediately. For slow-onset disasters such as drought, assessment may be on-going over a period of time by one or more agencies and their findings should be taken into consideration. Large-scale displacement of the population may restrict the assessment efforts when time must be taken to locate and reach the displaced.

D. Immediate/short-term response

Within the overall strategy, the following priorities are among those that may serve as a starting point for ILO action, either in an advisory role or through direct intervention:

- n** Begin reintegrating survivors and displaced persons and providing emergency employment;
- n** Repair essential infrastructure and dwellings using labour-based work methods as far as possible;
- n** Help re-establish key institutions;
- n** Develop strategies to promote employment and reduce poverty;
- n** Restore or relocate basic services;
- n** Prevent the further deterioration of community and household coping mechanisms.

ILO may decide to implement **Quick Impact Projects (QIPs)**. QIPs are easy-to-start “entry projects” with a duration of 6-9 months, focusing on the most vulnerable areas and groups. (A detailed work plan is prepared for each three-month period). QIPs employ area-based approaches, addressing collective community needs and linking beneficiaries, needs and locations. They are appropriate for immediate to short-term interventions, and can be planned during ILO Needs Assessment missions.

The **main objectives** of Quick Impact Projects are to:

- n promote immediate access to employment and income through activities of direct concern to the affected communities;
- n facilitate a smooth interface between humanitarian assistance and self-reliant community-based emergency employment and income-generating schemes;
- n complement relief measures.

The characteristics of Quick Impact Projects may include:

- n A synergistic and catalytic integrated approach including a range of interventions;
- n Local participation, planning, ownership and sustainability;
- n Preference for the use of labour-based technology for all infrastructure reconstruction;
- n Formation of local employment and economic development associations (LEDAs), promoting self-reliance of individuals and communities including capacity building;
- n Promoting the diversification of economic activities and occupations at the community and household levels as risk-reduction strategy;
- n Networking and collaboration with all potential partners/service providers (NGOs, CBOs);
- n Linkages to medium-term planning and initiatives;
- n Providing an opportunity to establish, on a pilot basis, a particular employment recovery strategy which could be up-scaled once donors are convinced that it works and should be supported.

ILO QIPs should focus on reducing the vulnerabilities of the following groups:

- n **Women**, especially women heads of household, by:
 - Considering local customs/social barriers to participation
 - Promoting direct access through a step-by-step approach/ awareness training/ counselling
 - Conducting special information and recruitment sessions
 - Considering their time-use, taking account of other tasks
 - Involving them in planning and decision-making, such as on users' committees, project committees, or in water management

- Including them in all training programmes
 - Designing entry points in infrastructure schemes to begin with lighter or more acceptable tasks
 - Promoting both traditional and new roles in micro enterprises
 - Promoting home-based work and off-time work
- n **Children**, by:
- Providing them opportunities to continue with education, instead of being driven to child labour
- n **Youth**, by:
- Encouraging their participation in all programmes of training, infrastructure construction, small and micro enterprises
 - Assisting them to form groups for specific tasks/youth brigades
- n **Disabled persons**, by:
- Promoting their participation in all relevant programmes
 - Providing physical support, such as prosthetics
 - Promoting special training programmes, guidelines and modified tools.
- n **Indigenous and tribal peoples**, by:
- Improving their access to information, facilities and services taking into account their special needs

Capacity building measures should be included in all projects, including accelerated skills training, accelerated business training, leadership training, organizational development (for LEDAs), self-registration mechanisms for work and information and referral centres (as precursors to employment centres) for identifying potential self-employment and wage-employment opportunities. ILO staff should be able to demonstrate the technical and social feasibility, replicability, sustainability and cost-effectiveness of ILO approaches.

Case: Hurricane Mitch – Post Disaster Response

Following extensive damage caused by Hurricane Mitch in November 1998, the ILO was requested to provide reconstruction assistance. In December 1998, an ILO mission identified specific employment-intensive infrastructure rehabilitation activities for Honduras and Nicaragua, as well as the feasibility of a sub-regional project for Central America.

In light of these assessments, a project was funded in the middle of 1999 for Nicaragua. The project commenced operation in August 1999 to provide advisory services, technical support and training for employment-intensive rehabilitation of infrastructure damaged by Hurricane Mitch. The project focuses on training of decentralized government personnel responsible for managing and supervising employment-intensive schemes. It also included a component for training of small contractors responsible for execution of the work. In the repair and rehabilitation of rural infrastructure, 60 per cent of the jobs were filled by women.

Overview of ILO response to natural disasters

The following framework of problems and responses is presented to help trigger creative thinking and present various options in determining QIP project elements.

Needs/problems	ILO response
<p><i>Loss/displacement of population/labour force:</i></p> <p>Increase in unemployment</p> <p>Increase in dependency</p> <p>Increase in women-headed households</p> <p>Increase in number of disabled persons</p> <p>Increase in child labour</p>	<p>Income generating projects for able-bodied persons, especially youth.</p> <p>Special projects for women (plus mainstreaming them in all programmes, direct access, information and recruitment action).</p> <p>Special projects for persons with disabilities (plus including them in all programmes, ILO guidelines, modified tools).</p> <p>Ensuring complementarity with food aid for income support to families without earning members to prevent the emergence of child labour.</p>
<p><i>Damage to or destruction of essential physical infrastructure including life support systems:</i></p> <p>Reduced access to basic services</p> <p>Damaged roads, water and sanitation/system, shelter, health care facilities</p> <p>Damaged schools and other infrastructure</p> <p>Disruption or loss of agricultural/fisheries/forestry production</p>	<p>Employment intensive construction/rehabilitation (combining labour and light equipment, related training and group formation esp. for maintenance) of access roads and pathways, site clearance, temporary/ semi-permanent shelters/housing.</p> <p>Building in safety (from earthquakes/floods) concerns in the design and construction of infrastructure and dwellings.</p> <p>Exploitation of ground water sources (tanks, ponds, wells, bore holes, etc. with due attention to health, safety and engineering standards).</p> <p>Construction and relocation (if necessary) of health centres, schools, other community services, food distribution centres, warehousing and storage facilities, centralized services.</p> <p>Support to resumption of agricultural activities, irrigation channels, terracing, soil conservation, afforestation.</p>

Needs/problems	ILO response
<p><i>Loss of productive assets; sudden decline or interruption in productive activities</i></p> <p>No support system for short-term sustenance besides immediate humanitarian relief measures</p> <p>No source of cash income</p>	<p>Micro enterprises based on local needs and locally available resources and skills for production, e.g. shelter and roofing material.</p> <p>Community-level food production and food processing.</p> <p>Preparation, marketing and sale of household goods including cloth and clothing, utensils and other daily necessities (kitchen items, water containers and buckets, soap and detergents; lighting equipment and material).</p> <p>Micro credit (facilities and simple procedures, group credit, time-release, targeting women, recovery).</p> <p>Technical, marketing and extension services, and short skill and business training programmes.</p> <p>Civic services organized on a settlement-wide emergency basis with voluntary or paid community participation and in cooperation with NGOs, e.g. safe water supply, environmental sanitation.</p>

Needs/problems	ILO response
<p><i>Loss of traditional family, social and community support systems and safety nets</i></p> <p>Damage to coping and survival mechanisms</p>	<p>Realistic assessment of needs and what can be accomplished over short periods.</p> <p>Immediate steps to strengthen their own efforts.</p> <p>Linkage to social and psycho-social counselling services.</p> <p>Measures to support organization to promote common concerns such as social protection (STEP), common resources (water users' group) area-based works (local employment and economic development associations – LEDAs).</p> <p>Keeping in mind local customs, traditions and social institutions including leadership patterns.</p> <p>Complementarity and networking with other partners, especially local authorities and NGOs.</p>

Troubleshooting Quick Impact Projects – It is important to foresee and allow for any unintended consequences of quick impact projects, especially in crisis environments where uncertainty, volatility and trauma are compounding factors.

Transparent selection and recruitment criteria for workers, with full participation of the community and local authorities, will be required. In some situations, it may be difficult to mobilize sufficient labour for implementing infrastructure rehabilitation projects. Careful phasing of activities to ensure sufficient labour availability may be required in such cases.

The amount of cash wages should be determined with reference to local minimum wage standards and agreed upon by all implementing agencies. ILO's agreement with WFP provides useful guidelines for the use of cash and food.

In all employment intensive projects, adequate consideration must be given to environmental risks, and minimum standards of quality and safety. The SPHERE Project, a collaborative initiative supported by many humanitarian agencies, has established standards for shelter and site planning, food aid and nutrition, water supply and sanitation.⁷

Consultation and coordination with local authorities and NGOs should be sought to ensure responsiveness and compatibility of the project with local customs and local sensitivities.

Institutional arrangements for response

In a natural disaster, as in other emergency situations, one is confronted with “overwhelming needs; competing priorities; destroyed or damaged communication and transportation infrastructure; a rapid influx of providers of humanitarian assistance coupled with an outburst of mutual aid from local citizens; and highly stressed local governmental and non-governmental institutions.”⁸ In this chaotic situation, agencies must coordinate their actions in order to optimize resources and ensure coverage of needs. ILO should coordinate all activities with UNDAC, the local DMT, the national and local authorities and NGOs.

Format Quick impact projects should be prepared in a format which meets the requirements for the OCHA Consolidated Appeal Process (CAP) (see **Annex 2**). Project elements should be sequenced according to their relative importance in the overall strategy and may be divided into distinct phases. Projects should be flexible in design to allow for changes in the situation. Implementing partners should be identified as soon as possible.

Monitoring and evaluation – It is important to clearly demonstrate the impact of short-term projects. Indicators should be included in all projects, particularly time targets, technical targets and physical targets. The beneficiaries and communities should be involved in self-targeting and in monitoring and assessment of results. Lessons learned are important for subsequent disaster preparedness and mitigation activities.

Funding – Funding options should be explored during the assessment mission. Possible funding sources include:

⁷ The Sphere Project: Humanitarian Charter and Minimum Standards in Disaster Response, Geneva, 1997.

⁸ Part 1, page 1, in *Coordination Among International Organizations in Complex Emergencies*, draft 1st edition, prepared by James Good and Paul Thompson from InterWorks, for the UN Disaster Management Training Programme and the Complex Emergency Training Initiative, 1997.

- n OCHA emergency revolving fund (reimbursable) for jump-starting local rehabilitation activities;
- n Local donor funds allocated for disaster-related activities;
- n UNDP funds;
- n ILO rapid action funds;
- n Resources drawn from on-going ILO programmes and budgets in the country or globally;
- n RBTC provisional budget allocations;
- n Consolidated Appeals Process (CAP).

E. Medium/long-term response

All quick impact projects should include medium-term goals. Although the immediate consequences of a crisis can be overwhelming, many have secondary or downstream social and economic effects which may also have a significant impact. For example, an increase in women-headed households or incidence of disability or disease can have long-term effects on employment, levels of social exclusion and socio-economic marginalisation. Large-scale and long lasting displacement of communities can significantly alter social cohesion and leadership patterns. Changed sectoral and preference patterns of employment and occupation may hinder the recovery of fragile local economic systems.

Medium-term action is not required in all cases. Recovery and reconstruction needs are based on subsequent sectoral or comprehensive assessments and build upon the results of quick impact projects. The major differences between short-term and medium-term projects are scale, complexity, reach and inclusion of wider development concerns. A well thought-out approach does not simply seek a return to the *status quo ante*, but rather strives for post-disaster improvements in policies, programmes, systems and capacities, as well as the relocation of services where necessary. While short-term action is an important element in determining the strategy for further cooperation, the disaster also provides an opportunity to design a range of development interventions linked to areas of ILO's comparative advantage and based on the overall national strategy.

In view of the experience accrued in the disaster, an examination should be made of policies on employment, skills training, business development, the informal sector, gender, social protection, and social dialogue, among others. Based on this analysis, appropriate national/local level programmes should be designed to mitigate the causes of vulnerability. Local and regional assessments of capacity and the institutional frame-

work will be required in most cases. In particular, strengthening the capacity of communities and community-based voluntary organizations in disaster-prone areas deserves attention.

A checklist for medium-term action (**Annex 3**) includes some important points to consider.

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ANNEX 1:

Overview of Natural Disasters

1. Geological hazard

1.1 Earthquakes
Causes: Slippage of crystal rock along a fault or area of strain and rebound to new alignment.
Characteristics: Shaking of earth, surface faulting, aftershocks, tsunamis, liquefaction, and landslides.
Predictability: Probability of occurrence can be determined but not exact timing.
Factors contributing to vulnerability: Location of settlements in seismic areas, structures not resistant to ground motion, dense collections of buildings with high occupancy, lack of access to information about earthquake risks.
Effects: Damage or loss of infrastructure and housing, fires, dam failures, landslides, flooding, high rate of casualties near epicentre or highly populated areas, contamination of water supply, damage of water systems, loss of employment base and income.
Preparedness and mitigation measures: Mapping of hazard areas, public awareness programmes and training, assessing and reducing structural vulnerability, land use control and zoning, building codes, disaster contingency planning, strengthening coping mechanisms and service institutions.
Immediate post-crisis response: Search and rescue, needs assessment survey, immediate/short-term strategy, quick impact projects for clean up of sites and reconstruction, support of employment opportunities and vulnerable groups.
Medium to long-term needs: Economic recovery, reconstruction and rehabilitation and diversification and expansion of employment opportunities.

2. Climatic or hydrometeorological hazards

2.1 Tropical Cyclones or Hurricanes
Causes: Mixture of heat and moisture forms a low pressure centre over tropical latitudes creating a cyclone when winds reach gale force or 117 km per hour.
Characteristics: Exceptional rainfall and storm surges when the cyclone strikes land, with secondary flooding and landslides.
Predictability: Can be tracked from their development but accurate landfall forecasts are usually only possible a few hours before.
Factors contributing to vulnerability: Settlements in low lying coastal areas and adjacent areas, poor communications or warning systems, lightweight or poor quality structures, employment dependence on fishing boats and maritime industries.
Effects: Damage to structures, casualties, contamination of groundwater, destruction of food crops and tree plantations and other sources of food and employment, disruption of communications and logistics.
Preparedness and mitigation measures: Risk assessment and hazard mapping, land use control and flood plain management, reduction of structural vulnerability, improvement of vegetation cover, public warning systems, evacuation plans, training and community preparation, protection of fishing and maritime infrastructure.
Immediate post-crisis response: Evacuation and emergency shelter, search and rescue, water purification, re-establishment of communication and logistics networks, disaster assessment, re-establishment of employment sources, provision of seeds and agricultural inputs.
Medium to long-term needs: Economic recovery, reconstruction and diversification and expansion of employment opportunities.

2.2 Drought

Causes: Rainfall deficit, possibly initiated by El Niño, human induced changes to ground surface and soil, higher sea-surface temperatures, increases in atmospheric carbon dioxide and green house gases, decline in the water table.

Characteristics: Slow-onset, reduced water availability and water resources, reduced moisture retention in the soil.

Predictability: Advance warning is possible, dry periods also occur normally.

Factors contributing to vulnerability: Location in arid areas, farming on marginal lands, subsistence farming, lack of agricultural inputs to improve yields, lack of seed reserves, lack of allocation of resources to mitigate droughts, lack of alternative employment sources.

Effects: Reduced income for farmers and pastoralists, reduced days of work available to agricultural labourers, losses in agricultural sector, increase in prices for food, reduction in drinking water sources, malnutrition, famine, illness, death, migration, loss of livestock, decline in non-agricultural employment.

Preparedness and mitigation measures: Use of drought and famine early warning systems, development of inter-institutional response plans, pre-planned social and employment safety nets.

Immediate post-crisis response: Measures to maintain food security – price stabilization, food subsidies, employment creation programmes, general food distribution, supplementary feeding programmes, special programmes for pastoralists, water and health programmes.

Medium to long-term needs: Economic recovery, agricultural rehabilitation and diversification and expansion of employment opportunities.

2.3 Floods

Causes: Naturally occurring flash, river and coastal flooding from intense rainfall or inundation associated with seasonal weather patterns. Human manipulation of water sheds, drainage basins and floodplains.

Characteristics: *Flash floods:* Accelerated runoff, dam failure, break-up of ice jam. *River Floods:* Slow build-up, usually in river systems. *Coastal Floods:* Associated with tropical cyclones, tsunami waves, storm surges. Factors affecting the degree of danger: depth of the water, duration, velocity, rate of rise, frequency of occurrence, seasonality.

Predictability: Advance warning is possible in many cases especially for river floods.

Factors contributing to vulnerability: Location of settlements in flood plains; lack of awareness of flooding hazard; reduction of absorptive capacity of the land (erosion, concrete); non-resistant buildings and foundations; high risk infrastructural elements; unprotected food stocks, livestock and standing crops; fishing boats and maritime industries.

Effects: *Physical damage:* Structures damaged by washing away, becoming inundated, collapsing or by impact of floating debris; landslides from saturated soils; damage greater in valleys than open areas. *Casualties and public health:* Deaths from drowning but few serious injuries; possible outbreaks of malaria, diarrhoea and viral infections. *Water Supplies:* Contamination of wells and groundwater possible; clean water may be unavailable. *Crops and food supplies:* Harvest and food stocks may be lost due to inundation; animals, farm tools and seeds may be lost.

Preparedness and mitigation measures: Flood control (channels, dams, dikes, flood-proofing, erosion control); flood detection and warning systems; community participation and education; development of master plan for floodplain management; floodplain mapping; land use controls.

Immediate post-crisis response: Search and rescue; medical assistance; disaster assessment; short-term food and water supplies; water purification; epidemiological surveillance; temporary shelter.

Medium to long-term needs: Economic recovery and reconstruction and diversification and expansion of employment opportunities.

ANNEX 2:

Basic Format for Proposals to be included in UNOCHA Consolidated Appeal for Funding

Executive summary

1. **Assessment**
2. **Overall Strategy (6-9 months)**
 - n To move through the emergency stage as quickly as possible and to lay the groundwork for full-scale reconstruction and development
 - n Meet acute needs
 - n Stabilize at-risk populations
 - n Begin reintegrating IDPs
 - n Repair essential infrastructure
 - n Help re-establish key institutions
 - n Enhance livelihood strategies

Project format

- n **Introduction:** (context, background, justification), 1 paragraph
- n **Title Page:** Agency, Project no., Project title, Objectives, Target beneficiaries, Implementation partners, Project duration, Funds requested
- n **Project summary:** 2-3 paragraphs
- n **Objectives**
- n **Strategies**
- n **Financial summary**

ANNEX 3:

Checklist for Medium-Term Action

- n **Lessons learnt** from disaster context and short-term action, (constraints, shortcomings, remedial action, opportunities) in specific fields, e.g.:
 - *Employment and income generation*: employment intensive infrastructure planning and reconstruction; small and micro enterprise development in the rural and urban informal sectors,
 - *Training*: for skill development; business development,
 - *Support services*: employment services centres, capacity, delivery systems,
 - Gender aspects; dependency,
 - Disabled persons,
 - Youth,
 - Organizability of communities and social protection,
 - Active partnerships with workers' and employers' organizations and involvement in ILO response,
 - Capacity building,
 - Institutional arrangements,
 - Networking and coordination.
- n **Analysis of the medium-term problems** from the above perspective in coordination with Area Offices and MDTs: What changes in policies, programmes, systems and capacities are required relating to:
 - *Employment and income generation*: Are enabling policies in place? Does the national policy favour employment-friendly investment approach? What kinds of employment programmes should be promoted in the disaster-prone areas to prevent/overcome adverse employment effects of the crisis? What kinds of employment diversification would reduce risk? Are the employment services centres adequate?
 - *Employment-intensive infrastructure construction and rehabilitation*: Is there a national policy for increasing the employment intensity of infrastructure investments? What is the relative weight of capital/equipment intensive and labour intensive components in the infrastructure sector? From

the experience of the disaster, is the rapid adoption of preference for labour-based technology possible? What further assistance is required to include a comprehensive approach to increasing the employment intensity of infrastructure investments in the post-crisis medium-term strategy? What are the needs for programme development? Are pilot or large-scale employment intensive projects required in the disaster-prone area? Are these projects public works or community works?

- *Small and micro enterprise development in the rural non-farm and urban informal sectors:* Is the policy environment satisfactory? Does the national industrial policy explicitly recognize the role of this sector? What is the share of this sector in overall employment? Are there any projections for the medium-term? Does the regulatory environment require reorientation? What are the differences between national policy and approach and the local level reality in the treatment of the informal sector? Has the disaster experience helped change attitudes? What kinds of programmes can be formulated to advance the case of this sector from an employment, income and equity viewpoint (national capacity for small and micro enterprise promotion, training for small entrepreneurs, business opportunity identification, credit related services, other technical, marketing and support services, strengthening the capacity of informal sector associations etc.) in disaster-prone as well as surrounding areas?
- *Skill training* for increasing employability (self-employment in rural non-farm and urban informal sectors, wage employment in the organized sector): Does national skill training policy and strategy respond to future growth patterns of employment? Is there a need for reorientation? What kinds of approaches are required to manage the change in the employment market? What specific programmes can be proposed for the country and the disaster-prone areas in particular?
- *Social dialogue:* measures needed to strengthen tripartite partnerships.
- *Social support systems and social protection:* measures to increase the organizability of communities and set up voluntary social protection systems.

- n **Institutional framework:** capacity assessment and capacity building needs in the light of the experience of the disaster; response mechanisms for designing, funding and implementing rehabilitation-related activities for employment and income; organizational development needs and steps.
- n **Implementation partners:** improving approaches, methods and capacities in local authorities and voluntary/NGO sector for crisis response and reconstruction for employment and income generation.
- n **Role of ILO constituents** and related capacity building: Ministry of Labour (reorienting employment service centres for labour market information, identification of opportunities for self and wage employment); participation of and assistance by social partners in disaster situations including social dialogue.
- n **Proposals for medium-term approach,** objectives and strategy: national level, regional and local levels; major sub-programmes and components based on the above analysis for both mitigation and development, e.g.:
 - promoting employment, income generation and poverty alleviation;
 - contributing to disaster preparedness policies and programmes;
 - strengthening social safety nets;
 - developing social protection mechanisms.
- n **Institutional arrangements** for implementation of programme proposals based on 3 and 4 above.
- n **Funding framework** by components.
 - Monitoring and evaluation
 - Outputs and benchmarks
 - Work Plan for 1st phase (12 months)

ANNEX 4:

Sample Rapid Needs Assessment and Project Formulation Mission: Mozambique

1. Background

The recent floods and cyclone in Mozambique have seriously disrupted economic activity. About a million people have been directly affected and have lost household possessions, shelter and means of subsistence. Large numbers have been evacuated while others were forced to move from their usual homes to seek protection from flood waters.

Interruptions in productive activities, loss of production in all sectors in the affected areas, and massive loss of productive assets threaten to neutralize the significant gains which Mozambique was beginning to realize after a prolonged armed conflict. In a recent appeal for international assistance, the Government placed the cost of resettlement programmes at about US\$3.5 million and rehabilitation of damaged infrastructure at about US\$45 million.

These estimates may well be exceeded.

2. ILO Needs Assessment and Response Formulation

In this context, the ILO will join the international effort by fielding a Rapid Needs Assessment Mission.

Mission objectives

- n Assess the impact of the crisis on the employment and social situation arising from the loss of production, employment and incomes in the urban and rural sectors, and damage to infrastructure and public facilities including skill training;
- n Identify the affected population and its immediate needs with reference to employment and income;
- n Assess the gender impact of the crisis; and
- n Review the capacity of the existing institutional framework to deal with the employment effects of the crisis.

Main outputs

The mission will consult the government agencies involved in the relief and rehabilitation efforts and ministry of labour, UNOCHA mission, UNDP and other UN system partners, donor representatives, social partners, NGOs and community organizations. Its main outputs will be a report summarizing the impact of the crisis on the employment situation, an outline of a strategy for employment and income generation on an emergency basis and specific proposals for:

- n employment and income generating activities to support different categories of affected persons, especially women and women-headed households, to strengthen local patterns of coping mechanisms and to jump-start local economies;
- n rehabilitation of damaged infrastructure, particularly in affected rural and urban areas, linked to access, operation of lifeline systems, distribution, trade and markets, and essential public facilities and services including skill training; and
- n related capacity building needs for further expansion of the programme.

The mission will **identify linkages** with on-going and planned activities (including relief and humanitarian measures, parallel programmes of the government, UN system, donors and NGOs etc.) and ensure a coordinated approach.

The mission will **discuss its proposals** with the government, UN system partners and donors, and **finalize a document** defining the first phase of the programme (12 months) and its costs, **obtain government approval** for its rapid implementation, and **negotiate funding** with UNDP, UNOCHA or donors.

Mission composition should cover at least the following technical areas, viz. employment promotion, micro enterprise development and vocational training.

In addition, specialists in such areas as employment-intensive programmes, social security, labour administration, reintegration and training should be included if appropriate.

Mission cost should be based on 2.5 weeks of which 2 weeks in the field and 0.5 at HQ.

Module 2 – Financial and Economic Downturns

I. Introduction to the crisis

A. Characteristics

During the past two decades, many countries have experienced significant financial and economic distress. Extreme financial crises occurred in Mexico in 1994-95, Indonesia, Thailand and Korea 1997-98 and the Russian Federation in 1998. Banking crises have also occurred in the United States in the mid-1980s and early 1990s, in the Nordic countries in the early 1990s, and more recently in Japan, Canada and Argentina.⁹ These recent experiences suggest that, in an increasingly interlinked world, a crisis in one country can have “contagion effects” on neighbouring countries and “reverberating effects” on other countries with fragile economies vulnerable to external shocks.

Financial and economic downturns are often characterized by drastic declines in real GDP growth, falls in equity prices and output, very high inflation rates and sharp drops in consumption and incomes. Other symptoms may include excessive export dependency, vulnerability to trends on the international markets in capital, goods and raw materials, heavy burden of external debt, and restrictions on the state’s options for correcting the imbalances. Financial and economic downturns may be interrelated with the other types of crises. When they are combined with social and political transitions, heightened social tensions and armed conflict may emerge.

B. Causes

While the root causes of financial and economic downturns are often difficult to pinpoint, researchers have identified the following factors which contribute to financial instability¹⁰:

⁹ Brenda Gonzalez-Hermosillo: *Developing Indicators to Provide Early Warning of Banking Crises, Finance and Development*, June 1999.

- n **Deterioration of financial sector balance sheets** (i.e. deterioration of assets and worth relative to liabilities at a specific time to such an extent that the banking systems' income is not sufficient to cover its expenditures).
- n **Increases in interest rates** (higher interest rates can dilute the quality of potential borrowers, lending institutions may respond by limiting the number of loans they make).
- n **Increase in uncertainty** – Lenders may be less willing to lend, leading to a decline in lending, investment and aggregate activity.
- n **Deterioration of non-financial balance sheets** – (caused by unexpected change in the inflation rate, or unanticipated exchange rate depreciation).

Financial and economic downturns are extremely difficult to predict. However, a number of indicators, when studied together, may point to a society that is vulnerable to currency and banking crises.¹¹ These indicators include:

- n Fiscal deficit;
- n Current account deficit;
- n Rate of inflation;
- n Over-valuation of the exchange rate;
- n Capital flows;
- n Credit growth;
- n Extent of non-performing loans;
- n Bank liquidity;
- n Export decline;
- n Economic slow-down.

Banking crises are often preceded by large outflows, of short-term capital, declines in the stock market and reductions in the prices of other assets. Case studies have also shown that liberalization, if not accompanied by an adequately reinforced regulatory system, creates the conditions for a banking crisis and makes it more difficult to cope with the crisis once it erupts. It is therefore also useful to assess the extent of crony capitalism

¹⁰ Mishkin, Frederic S.: Financial Policies and the Prevention of Financial Crises in Emerging Market Countries, Prepared for the October 2000 NBER Conference "Economic and Financial Crises in Emergency Market Economies" September, 2000.

¹¹ Sharma, Sunil, "The Challenge of Predicting Economic Crises," *Finance and Development*, June 1999. Vol. 36, No. 2.

(e.g., privatisation at throw-away prices, credit for political allies or bail-outs of politically connected enterprises).

C. *Societal impacts*

From positions of rapid economic growth, financial crises can lead to contractions in the economy and increases in absolute poverty, income inequality, open unemployment, underemployment and vulnerability of already disadvantaged groups. The deterioration in wages and conditions of work is often serious. Financial and economic crises have not only resulted in sharp increases in poverty, but have threatened political stability as well. These effects fall into the mainstream of ILO concerns. The challenge is how to enlarge economic opportunities, in a shrinking economic environment, quickly and effectively, and bring social protection within reach of a large section of the population suffering from shock.

The effects of these crises reach all levels of the population due to large-scale retrenchment in the organized sector, especially huge losses of employment in industry, construction and services, and steep declines in wages and earnings. The rise in open unemployment brings about a shift of the labour force to less productive and less remunerative activities, a move to the rural and urban informal sectors and underemployment. The value of household assets can also decline, leading to a breakdown in traditional safety nets. The impact of financial and economic downturns falls disproportionately and most seriously on the poor, and exposes the weaknesses in social policy frameworks.

Where there are decreases in output and incomes resulting from financial crises and economic downturns, there will also be massive job losses caused by bankruptcies and cutbacks in production. This leads to a sharp rise both in open unemployment and underemployment. In addition, the rise in inflation, in the context of a considerably weakened labour market, extracts a further toll in terms of falling real wages and incomes. The combined effects of higher unemployment and inflation push larger numbers of people into poverty. All of these effects can be magnified in countries lacking an adequate safety net.¹²

Women are especially vulnerable in countries where they already suffer from a disadvantage and discrimination in the workplace. In these countries, women generally have less social protection, are less secure economically and thus may have greater difficulty recovering from the impacts of financial crises. Women work in sectors that are highly

¹² Eddy Lee: *The Asian Financial Crisis: The Challenge for Social Policy*, ILO, Geneva, 1999.

impacted by globalization, including agriculture and electronics. Workplace restructuring, the international mobility of capital, and conversion to market economies leave many women without even these options. During the Asia financial crisis, as enterprises failed and companies collapsed, women reeled under the multiple burden of retrenchment, falling incomes and disappearing markets, as they struggled to provide for their families' basic needs. Women in the informal sector may indeed suffer the most.¹³

Migrant labourers from rural areas, who come to cities to work in factories, construction projects and other enterprises when the economy is booming, may also suffer disproportionately as they are laid off and are forced to return to their villages. This return migration puts additional stress on rural economies that are already ill-equipped to support them. Financial and economic downturns may also result in reverse migration across national borders, as massive movements of people migrate across the entire region, from one country to the next, reversing traditional migration paths.

Case: The Russian Financial Crisis 1998

The financial crisis that hit Russia in 1998 involved the combination of a devaluation of the rouble, default on domestic and foreign debts and a collapse of the stock market and major commercial banks. The immediate social impacts of the Russian financial crisis fell primarily on employees in the financial sector. Because of unemployment, household deposit holders experienced loss of the real value of deposits, and employees of budget sector organizations and pensioners were affected because of the build-up of arrears. Most Russians were deprived of their savings and their trust in financial institutions was undermined.

The August 1998 shock did not create any new or unprecedented problems for Russia's social protection system. Rather it accentuated the problems that already existed before the crisis in the form of a persistent malaise.¹⁴

A nationally representative sample of Russians, interviewed shortly after the 1998 crisis, had suffered a widespread deterioration in welfare compared with their position two years earlier. Current expenditures had generally contracted more than incomes. Even poor households had cut spending relative to income, probably because they not only had less money, but also feared worse times

¹³ See Enarson, Elaine (2000): Gender and Natural Disasters, IFP/CRISIS Working Paper No. 1, ILO.

¹⁴ Is the Crisis Over: Three Regional Perspectives: Press Backgrounder, The World Bank Group, 1999.

ahead. Average household income was 20 per cent lower in real terms. The share of wages in total income fell from 41 per cent to 36 per cent, and the share of income from government transfers rose. However, the average amount of government transfers decreased by 18 per cent in real terms. The share of home production in income increased from 15 per cent to 21 per cent, and the real value of income from this source also rose. This was evidently part of a private coping mechanism. Help from relatives was 40 percent lower in absolute terms. Total household expenditure fell by 25 per cent, while the poverty rate increased sharply, from 22 percent to 33 percent just after the crisis. The data suggest that the crisis affected urban households more than rural ones. The fall in mean expenditure was about 27 per cent in urban area and 21 per cent in rural areas.¹⁵

D. The broader context of response

This type of crisis requires timely immediate/short-term and medium-term action to mitigate its financial and social consequences. One obvious priority is to strengthen the financial system. Various international institutions offer external assistance for these types of financial interventions.¹⁶

The **World Bank**, as required by its mandate, uses its expertise to assist developing countries in the design and implementation of reforms to strengthen financial systems, including banking, capital markets and market infrastructure.

The **International Monetary Fund** is responsible for surveillance of all member countries and monitors developments in the global economy and financial markets. Together with the World Bank, the regional development banks, the Bank for International Settlements (BIS) and the banking supervisory community, the IMF is increasing its efforts in the banking and financial areas. IMF-supported adjustment programmes often include conditionality related to financial sector reforms, such as legal and regulatory improvements, systemic bank restructuring, privatisation of banks and the introduction of appropriate monetary instruments and market based systems of monetary management. The

¹⁵ Lokshin, Michael and Ravallion, Martin: How Tight Was Russia's Safety Net in the Face of the Crisis? Based on the authors' paper: "Welfare Impacts of Russia's 1998 Financial Crisis and the Response of the Public Safety Net." In Transition Newsletter (See <http://www.worldbank.org/html/prddr/trans/janfeb00/boxpg6.htm>), by the Development Economics Research Group.

¹⁶ Capacity Building in Africa: The Role of International Financial Institutions. Finance and Development, December 2000, Volume 37, Number 4.

Fund also provides technical assistance, at the request of members, focusing on key banking and financial sector matters. With near universal membership, the IMF can also play an important role in international efforts to promote financial sector stability, not only in emerging markets, but also across its entire membership.

However, financial sector reform, while a necessary condition, is not by itself a sufficient response. It is not only weakness in formal institutions that creates the preconditions for crisis, but also the contamination of market processes by politics. The strengthening of transparent democratic institutions, therefore, becomes central to the post-crisis economic model that is required.¹⁷ Since the poor and vulnerable suffer the most from the social and economic consequences of these crises, creative approaches are needed to reduce their vulnerability to future shocks.

II. ILO's response

A. Overview of ILO response

ILO holds a comparative advantage in helping to enlarge economic and employment opportunities and safety nets for people and societies marginalized by financial and economic downturns. The role and response of other assistance agencies, including the ILO, are often crucial for supporting financial recovery and meeting the socio-economic needs of vulnerable people. ILO's participation in a response effort is predicated on certain criteria, described in Part One of this manual. Whenever a decision is made to respond, it is important to do so in a timely manner at the earliest possible stage. The challenge for ILO is to develop suitable early warning indicators, to monitor the impacts of the crisis and to put together a package of contingency plans ready for action.

In the pre-crisis stage, ILO staff can identify and implement crisis preparedness measures, and on-going ILO projects can include components specifically designed to help to mitigate crises. For crisis response, ILO conducts a needs assessment and designs a strategy that is compatible with the efforts of the national government and other assistance agencies for immediate/short-term and medium-term responses.

¹⁷ Lee, Eddy: *The Asian Financial Crisis: The Challenge for Social Policy*, ILO, 1999 (2nd printing).

B. *Pre-crisis preparedness and mitigation measures*

Countries with horizontal inequality, high unemployment, under-employment and high or increasing levels of poverty are also susceptible to the severe detrimental social impacts of financial and economic downturns. In such cases, ILO staff should monitor early warning indicators and strengthen or initiate preparedness and mitigation plans and measures.

Monitoring and early warning: ILO's monitoring of conditions that may lead to potential social crises triggered by financial and economic downturns can build on existing monitoring and surveillance data and reports on financial and economic situations, poverty and employment levels. The World Bank's World Development Report (WDR), the IMF's World Economic Outlook and UNDP's Human Development Report are some of the resources that are available. There are also web sites and resources that analyse and monitor current and ongoing developments. For this list, see Annex X: ILO Crisis Monitoring, Early Warning and Analysis. Data analysed through these systems can be used in conjunction with findings from quarterly surveys at household and community level to allow timely prediction of the social impacts that may accompany sudden financial downturns. Low-cost, manageable systems may be designed by combining a few critical indicators with different types of data gathering techniques, to extract data and convert it into usable operational signals.¹⁸ "Barometers" of the labour market situation may be developed, including trends in wage rates of particular groups in the labour market, or employment (or new hires) in larger enterprises and the government sector. The emphasis should be on the speed, regularity and qualitative reliability of signals.¹⁹ Furthermore, data should be disaggregated (in particular by gender) in order to better adapt the response. Special care should be taken in interpreting available employment statistics, as the sampling methods must be well understood and comparability ensured.

Mitigation measures. Preparatory work on mitigation may focus on two key aspects:

- n Preventing or mitigating a rapid deterioration in the employment situation by preventing losses and sharp declines in wages and earnings through active labour market policies, protection

¹⁸ Poverty monitoring has been started in a number of countries. The annual National Human Development Report provides a framework for recording and analysing various aspects of horizontal inequality. This can be supplemented by a monitoring and early warning system.

¹⁹ Brenda Gonzalez-Hermosillo: *Developing Indicators to Provide Early Warning of Banking Crises, Finance and Development*, June 1999.

of vulnerable groups, and promotion of social dialogue. Specific measures could include:

- preparing, testing and institutionalising **emergency employment schemes** which can be quickly expanded in a crisis (counter cyclical schemes) in urban areas for urban youth, retrenched workers and others, and in the rural areas, especially for those who move from urban areas in search of subsistence;
 - preparing, testing and institutionalising approaches for **rapid expansion of informal sector self-employment and micro enterprise activities**;
 - preparing a **shelf of potential schemes/business plans** based on local resources and skills which can be quickly activated;
 - **assessing the impact on and capacities of traditional ILO constituents:** (governments, employers' associations and workers' groups);
 - **identifying NGOs, CBOs, voluntary organizations, women's organizations** (including self-help associations in the informal sector) as partners and building their capacity;
 - **examining and upgrading institutional support mechanisms for emergency employment schemes** (training in skills, small contractor training, contracting procedures, productivity measurement, cash wage levels, etc.) and for micro enterprises (short skill and business training, micro finance, input supply, marketing and technical support, etc.);
 - conducting training needs assessments in light of changing demand conditions and developing training/retraining schemes;
 - strengthening employment services and labour market information systems to facilitate early detection of downturns and to act as active labour market policy instruments.
- n Strengthening community and household coping mechanisms and preventing their decline by strengthening existing social protection system mechanisms and developing alternative channels for voluntary social protection, including:

- identifying and strengthening **informal group finance systems** as a buffer mechanism to reduce the fragility of vulnerable households and promoting organic links between credit and savings;
- **exploring systems of micro finance** and their sources and procedures;
- **promoting self-help voluntary schemes** at the community level for social insurance and social protection.

C. *Response at the time of crisis*

In formulating a crisis preparedness strategy, it is important to evaluate the experience obtained in addressing previous crises. Particular attention should be paid to the impact of the crisis on employment, social relationships, groups of various income levels and identity and the results of programmes targeted to affected groups.

Case: Financial Crisis in Indonesia

Despite rapid economic growth during the decade 1985-95, employment creation in Indonesia lagged behind labour force growth. Nearly two-thirds of total employment was in the informal sector. Open unemployment in urban areas was high. Underemployment was widespread.

The crisis suddenly reversed economic growth. It resulted in massive lay-offs in the organized sector, affecting a very large number of women workers in export-oriented industries. It increased poverty both directly (through loss of jobs and movement to low productivity work) and indirectly (through downward pressure on wages and rise in prices).

Indonesia had a number of programmes in place for direct intervention in employment creation and poverty reduction. Among these were “mega” employment intensive village infrastructure construction schemes and the Kampong Improvement programme in urban areas. These programmes had the potential for rapid expansion in response to the crisis. Temporary employment-intensive programmes were prepared for 3.9 million people and included jobs dredging canals, cleaning up markets and improving village roads for 507,000 workers in Jakarta and 3.4 million in the regions. The unsubsidised rural credit programmes of Bank Rakyat Indonesia for self-employment and micro enterprise creation also had a similar counter-cyclical potential. The performance of these programmes during the crisis provides important

lessons for countries in similar situations. The experience of the 1997-1999 crises has been assessed by both the ILO and the World Bank.

ILO Needs Assessment. The ILO needs assessment should seek to identify the most critical challenges for an ILO response and take stock of the tools and resources both available and required to address them. The ILO assessment of financial and economic downturns may build upon information collected through multi-agency monitoring and early warning systems. Again, the reader should refer to the references cited in the Annex: List of Crisis Early Warning, Monitoring and Analysis Web Sites, under the heading “Financial crises, economy and poverty.” ILO staff should also refer to the ILO’s *Crisis Response Rapid Needs Assessment Manual* for additional guidelines on conducting needs assessments in such situations.

Components of the ILO assessment include:

- n magnitude and characteristics of job losses;
- n affected communities, their location, family composition (age, sex, education, skills, employment experience and poverty levels);
- n coping strategies (sale of household assets, rapid use of savings, reduction in household expenditure, more family members including women and children at work, most members take on additional work/work longer hours);
- n current status and sources of income;
- n assessing, where appropriate, patterns and data of return migration (disaggregating the data by sex, age, occupation, etc.) and existing resettlement schemes;
- n movement from formal to informal sector/ type of informal sector activity and from urban to rural sector/type of rural sector activity;
- n community mobilization and support;
- n government support framework;
- n support from NGOs and donors at country level/local level;
- n assessment of major financial institutions providing support as part of a “safety net” response (which can quite often result in “make work” programmes which lead to “decent work” initiation).

D. Immediate/short-term response

In most cases, a two-step phased approach for ILO cooperation may be considered through immediate/short-term and medium to long-term interventions. In the immediate and short-term, ILO's priorities for response are to:

- n stem the marginalization of the most vulnerable groups by facilitating access to high impact employment and income generating activities;
- n facilitate social protection through voluntary programmes and strengthening of existing programmes;
- n strengthen provisions for social dialogue;
- n strengthen and prevent the further decline of community and household coping mechanisms;
- n counteract the impact of reductions in social expenditure through anti-poverty programmes, working with social partners and civil society, including women's organizations;
- n liaise and dialogue with the Bretton Woods Organizations to advocate for the inclusion of employment and related social concerns in the design of the response package and add jobs value to existing proposals.

Coordination with the National Government. In all cases, the ILO approach is developed in coordination with the national government – in particular the Ministry of Labour. ILO can work with government counterparts and constituents to formulate timely preparedness and mitigation measures to address the employment and related social effects of the crisis and coordinate them with the objectives of financial programmes.

While needs will differ from case to case, the following matrix may be useful in selecting mitigation options.

Case:

Labour Market Response to East Asian Financial Crisis

In East Asia, the overall and sudden fall in the demand for labour was cushioned by a comprehensive programme of interventions in the labour market. This programme had many components. Among others, the following are important:

- n expanding employment quickly through employment-intensive infrastructure schemes (Indonesia, Republic of Korea, Thailand);
- n facilitating re-entry into employment by reorganizing employment service networks and establishing centres for assistance to retrenched workers;
- n continuously upgrading the skills of workers, particularly the unskilled, through short-cycle programmes “apprenticeship style”, providing on-the-job technical know-how, and building flexibility in skills to increase adaptation (Indonesia);
- n voluntarily modified compensation levels (including minimum wage), as in Indonesia, Republic of Korea and Thailand, from 75 per cent to 90 per cent of minimum wage) for emergency employment schemes in order to reach more people;
- n maintaining accepted labour standards and workers’ rights;
- n increasing the manageability of the informal sector through voluntary self-help mechanisms and access to credit.

Overview of ILO response to financial and economic downturns

Needs/problems	ILO response
<p><i>Bankruptcy of large and medium enterprises in the organized sector:</i></p> <p>Huge losses in production and jobs</p> <p>Increase in open unemployment</p> <p>Movement of labour force into urban informal sector</p>	<p>Rapid identification of self-employment opportunities in informal sector micro enterprises through reoriented employment services and labour market information centres and other available sources and partners.</p> <p>Rapid survey to determine business opportunities and market demand.</p> <p>Working with social partners to secure retrenchment packages where such agreements operate.</p> <p>Increasing the employability of unemployed/retrenched workers through the provision of short skill and business training/retraining/apprenticeship, micro finance, technical, marketing and counselling services including better management of inflow into the informal sector.</p> <p>Cooperation with local authorities and constituents (working towards a flexible regulatory environment) and with sub-sectoral business associations in counselling and support services.</p> <p>Rapid development of emergency employment schemes for small-scale urban infrastructure rehabilitation, construction and maintenance and their employment-intensive implementation, related training and retraining.</p> <p>Voluntary self-help youth employment and training programmes in the urban sector.</p>

Needs/problems	ILO response
	<p>Special programmes for unemployed or retrenched women, including mainstreaming them in above activities.</p> <p>Special programmes for retrenched, highly skilled and professional workers through temporary employment and support services in schools, health centres, civic services and existing community and social programmes.</p>
<p><i>Movement of population into rural sector:</i></p> <p>Migration of men to other areas in search for employment</p> <p>Increasing numbers of women heads of households and increased pressure on women for household income</p>	<p>Rural non-farm activities and micro enterprises.</p> <p>Agriculture support activities.</p> <p>Special income-generating projects for women.</p> <p>Self-targeted employment-intensive rural infrastructure schemes, and food-for-work schemes to create emergency safety nets (construction of access roads, bridges, water sources, water and soil conservation, education, training and health facilities, environmental protection etc.).</p>
<p><i>Breakdown of household level coping mechanisms and social and community support systems:</i></p> <p>Increase in women's burden of productive and reproductive work</p> <p>Increase in child labour</p>	<p>Restoring community support structures and supporting local organization for community sponsorship and implementation of emergency employment schemes.</p> <p>Organizing community level voluntary small-scale savings and credit schemes and social safety nets.</p> <p>Special family support programmes to reduce incidence of child labour.</p> <p>Promoting voluntary social protection schemes.</p>

Needs/problems	ILO response
<p><i>Reduction in government social and welfare funds and expenditure:</i></p> <p>Reduction in education, health and housing</p> <p>Cuts in public services</p> <p>Loss of confidence in and weakening of state institutions</p> <p>Adverse effects on employers and trade unions</p>	<p>Measures to protect anti-poverty allocations by increasing external funding support to targeted programmes.</p> <p>Promotion of partnership with NGOs, CBOs and voluntary sector in all employment and training programmes.</p> <p>Special support programmes for ministry of labour (crisis management of labour problems, disputes and industrial relations, labour market management and employment service centres).</p> <p>Increased role and responsibility of employers' and workers' organizations in crisis management.</p> <p>Dialogue with the Bretton Woods institutions to include employment issues in response packages.</p>

E. Medium/long-term response

The medium-term effects of financial and economic downturns may include:

- n** changes in production systems and labour markets, such as weakening of relationships between expansion of output and growth of employment, growth of atypical terms of employment and involuntary part-time work and steady rises in open unemployment;
- n** over expansion of the informal sector and increase in precarious employment;
- n** wider and improved use of labour-based technology infrastructure works and mainstreaming of such approaches in the infrastructure ministries;
- n** reduction in social and family cohesion due to migratory movements for employment indicated by increase in women-headed households, increase in child labour with children taken out of school and adverse health and nutrition effects on the labour force;

- n expenditure caps on social sector programmes and government expenditure generally as part of fiscal austerity affecting expansion of employment generating activities and support programmes for the poor; increase in poverty and continued decline in living standards.

The practical policy and programme implications of these effects need to be studied carefully. Operational lessons should be drawn from previous crises and a medium-term strategy for employment-oriented growth and social risk management should be prepared. Meanwhile, short-term programmes should be continued and, where possible, expanded to overcome transitional difficulties.

In the medium-term strategy, the focus should shift to employment-friendly investment policies and programmes, productivity growth through skill acquisition and the realization of decent work. The promotion of social protection, social dialogue and adherence to International Labour Standards will assume greater importance. The possibility of setting up unemployment insurance schemes may be actively pursued. The strategy should also seek to improve the response capacity of countries to crises and the management of social risk.

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Documents prepared for the Manila Forum (9-12 November 1999). These were divided into three main topics: Social Impact of the Asian Crisis; Social Safety Nets and Urban and Rural Development for Poverty Reduction; and Social Sector Policy Reforms and the Role of the Private Sector.

ANNEX 1:

List of Crisis Early Warning, Monitoring and Analysis Web Sites

Breaking news and political analysis	
Reuters Alertnet www.Alertnet.com	AlertNet provides global news, communications and logistics services to the international disaster relief community and the public. With Reuters core skills of speed, accuracy and freedom from bias, and Reuters 150 years' experience reporting from disaster zones around the world, AlertNet gives disaster relief organisations reliable information, fast.
BBC World News http://news.bbc.co.uk/	From the BBC's home page click on "World" news and then from World News you can do a search for recent articles. For example, by entering "Ivory Coast" you will get several articles dating back a couple of weeks at least.
CNN.com World News www.CNN.com/WORLD/	From the CNN's "World" page you can do a search for recent articles. For example, by entering "Ivory Coast" you will get several articles dating back a couple of weeks at least.
Agence Francais Presse World News Links www.afp.com/english/links/	This is AFPs link to a world-wide network of online newspapers. Many of these news links have internal search engines which can help you locate archived news and reports.
All Africa.Com www.allafrica.com	AllAfrica.com incorporates Africa News Online, everyday posting 400 stories from more than 60 African publications.

Country profiles, data and analyses	
<p>Economist Intelligence Unit www.eiu.com/</p>	<p>The Economist Intelligence Unit (EIU) has been a trusted source of analysis on the economic, political and business environments in 195 countries for more than 50 years. The EIU produces objective and timely analysis and forecasts of the political, economic and business environment in more than 180 countries. Some free information, as well as customisable services for paying clients.</p>
<p>CIA World Factbook www.odci.gov/cia/publications/factbook/</p>	<p>The CIA World Factbook provides country profile information ranging from demographics, to economic information, government, geography, etc. Documents are free and reproducible.</p>
<p>ReliefWeb www.reliefweb.int</p>	<p>Reliefweb is a gateway to a host of country-specific on-line information sources covering: country profiles on the web, cultural information, development and disaster history, economics, geography, government and politics, military, weather, news, etc.</p>
<p>World Bank Data and Maps www.worldbank.org/data/</p>	<p>World Bank links to country maps, country data, world & country-specific development indicators, world development reports.</p>
Conflict early warning information and analysis	
<p>FEWER www.fewer.org</p>	<p>The Forum on Early Warning and Early Response (FEWER) is a multi-sectoral and multi-disciplinary network, spanning Asia, Africa, North and South America, and Eurasia, that provides conflict early warning analytical and information services.</p>

<p>EurasiaNet www.eurasianet.org</p>	<p>EurasiaNet provides information and analysis about political, economic, environmental and social developments in the countries of Central Asia and the Caucasus, as well as in Russia, the Middle East, and Southwest Asia.</p>
<p>IRIN www.reliefweb.int/IRIN/index.phtml</p>	<p>IRIN, the Integrated Regional Information Networks, in partnership with ReliefWeb, provides daily updates, and special reports, in French, English and Kiswahili on a wide array of political, economic and social issues affecting humanitarian-related concerns in Africa and Central Asia.</p>
<p>International Crisis Group: Crisisweb www.crisisweb.org</p>	<p>Crisisweb is the website for the International Crisis Group where ICG posts its country conflict analytical reports and recommendations for international action.</p>
<p>INCORE Initiative on conflict resolution and ethnicity www.incore.ulst.ac.uk/home/</p>	<p>INCORE is a global centre for the study and resolution of conflict. Its website is a global gateway with information links to over 40 countries and conflict themes including: truth and reconciliation, religion and conflict, refugees, landmines, human rights, women and conflict, and children and conflict.</p>
<p>Policy.com “Global Hotspots” www.policy.com/hotspots/</p>	<p>Policy.com’s “Global Hot Spots” showcases leading political research, opinions and events related to “Global HotSpots,” and Conflict in over 30 countries worldwide.</p>

Children's rights	
<p>Children's Rights Information Network</p> <p>www.crin.org/</p>	<p>CRIN is a global network of over 1,000 child rights organisations. Exchanging ideas, information and experience supports the promotion and realisation of children's rights. CRIN's network furthers the discussion on critical child rights issues such as, for example, child labour; children living with HIV/AIDS; children in armed conflict; and more.</p>
Financial crises, economy and poverty	
<p>Economist Intelligence Unit</p> <p>www.eiu.com/</p>	<p>The Economist Intelligence Unit (EIU) has been a trusted source of analysis on the economic, political and business environments in 195 countries for more than 50 years. The EIU produces objective and timely analysis and forecasts of the political, economic and business environment in more than 180 countries. Some free information, as well as customisable services for paying clients.</p>
<p>Asia Recovery Information Center (ARIC)</p> <p>www.aric.adb.org/</p>	<p>ARIC monitors the social and economic impacts of the Asian crisis and the recovery process in the five countries most affected by the Asian crisis: Indonesia, the Republic of Korea, Malaysia, the Philippines, and Thailand. More Asian countries affected by the crisis will be added in the future.</p>

<p>World Bank Links www.worldbank.org</p>	<p>World Bank links to topics ranging from poverty reduction, to social protection to debt relief for Heavily Indebted Poor Countries (HIPC). The website “SEARCH” function can be used to find information and publications on “economic downturns,” “financial crises,” “war to peace transition.”</p>
<p>International Monetary Fund (IMF) www.imf.org</p>	<p>From the IMF home page, you can connect to specific country financial and monetary information by clicking on “Country information” and then selecting the country of your choice.</p>
<p>PovertyNet www.worldbank.org/poverty/index.htm www.worldbank.org/poverty/data/povmon.htm:</p>	<p>PovertyNet is a World Bank Web site developed to provide resources for people and organizations working to understand and alleviate poverty. A database to provide quick access to comprehensive poverty information. The second site listed here provides access to household surveys; Poverty Assessment Summaries since 1993; participatory poverty assessments; social indicators; links to other sites and research on poverty.</p>
<p>Asian Economic Crisis russia.shaps.hawaii.edu/economic/asian-crisis.html</p>	<p>This page hosted by the University of Hawaii and entitled “The Asian Economic Crisis: Points of View” provides a list of sources on the Asian Financial Crisis. This is a useful gateway to analysis of the Asia Financial Crisis.</p>
<p>Global Macroeconomic and Financial Policy Site www.stern.nyu.edu/globalmacro/</p>	<p>Global macro-economic and financial policy site including topical links to: Asia crisis, current global economic and financial policy news, international financial system, country links, and financial sector issues.</p>

<p>Economic Commission for Latin America and the Caribbean (ECLAC)</p> <p>www.eclac.org/index1.html</p>	<p>ECLAC collects, organizes, interprets and disseminates information and data related to economic and social development of the region.</p>
<p>Food supply and famine early warning</p>	
<p>GIEWS</p> <p>www.fao.org/giews</p>	<p>FAO GIEWS network (Global Information and Early Warning System on Food and Agriculture) provides regular bulletins, regional and country situation reports, and information on food supply and demand, and warning of imminent food crises.</p>
<p>Famine Early Warning System Network (FEWS NET)</p> <p>http://www.fews.net/</p>	<p>FEWS NET provides food security monitoring and famine early warning for 17 drought-prone African countries. This site includes: satellite monitoring and analysis; regular field monitoring trips; vulnerability analysis; desertification and climate change monitoring; market monitoring and analysis.</p>
<p>Health epidemics & HIV/AIDs</p>	
<p>UNAIDs</p> <p>www.unaids.org/</p>	<p>UNAIDs website provides recent country-specific data on HIV/AIDS prevalence and incidence, together with information on behaviours (e.g. casual sex and condom use) that can spur or stem the transmission of HIV. Cosponsors of UNAIDs include: UNICEF, UNDP, UNFPA, UNESCO, WHO, UNDCP and the World Bank From www.unaids.org go to “HIV/AIDs by country” link.</p>

<p>Communicable Disease surveillance and response (CSR)</p> <p>www.who.int/emc/index.html</p> <p>www.who.ch/emc/outbreak_news</p>	<p>The World Health Organization (WHO) Weekly Epidemiological Record (WER) serves as an essential instrument for the rapid and accurate dissemination of epidemiological information on cases and outbreaks of diseases. Once a communicable disease outbreak has been confirmed, pertinent information is placed on the World Wide Web and can be accessed by the general public.</p>
Humanitarian assistance and international relief	
<p>Disasterrelief.com</p> <p>www.disasterrelief.org/EarthWatch/</p>	<p>Worldwide disaster aid and information via the internet. The “Earth Watch” link keeps an eye on the many different disaster events happening around the world. Sponsored by American Red Cross and CNN.</p>
<p>ReliefWeb</p> <p>www.reliefweb.int</p>	<p>ReliefWeb is a project of UN OCHA and provides disaster emergency updates, situation reports and information on humanitarian relief efforts and appeals for natural disasters and complex emergencies. It is updated around the clock.</p>
Human rights	
<p>Human Rights Watch</p> <p>www.hrw.org</p>	<p>Human Rights Watch is dedicated to protecting the human rights of people around the world. Its 2000 annual report is found at : www.hrw.org/wr2k</p>
<p>Amnesty International</p> <p>www.web.amnesty.org/</p>	<p>Amnesty International is a worldwide campaigning movement that works to promote all the human rights enshrined in the Universal Declaration of Human Rights and other international standards. Has Annual Report at www.amnesty.org/ailib/aireport/index.html</p>

Labour/employment issues	
<p>ILO www.ilo.org</p>	<p>ILO's home page with links to all ILO programmes and departments, including an internal document search engine.</p>
<p>International Confederation of Free Trade Unions (ICFTU) http://www.icftu.org/</p>	<p>This ICFTU website posts news and updates on recent and emerging labour rights and disputes and has internal search engine and links on: child labour; equality; globalisation; trade and labour standards, trade union rights, and youth.</p>
<p>LabourNet http://www.labournet.org/</p>	<p>International Labour Solidarity Website. The LabourNet web site promotes computer communications as a medium for building international labour solidarity. Posts news related to current worldwide labour strikes and disputes.</p>
Natural disasters	
<p>ReliefWeb www.reliefweb.int</p>	<p>ReliefWeb is a project of UN OCHA and provides up-to-date information on natural disasters and complex emergencies, as well as humanitarian relief appeals and organizational situation reports.. It is updated around the clock.</p>
<p>ReliefWeb (Early Warning) Natural Disasters Link www.reliefweb.int/resources/ewarn.html#natural</p>	<p>This is ReliefWeb's natural disaster early warning page with links to research and information centres specializing in research and information dissemination on various types of natural disasters including earthquakes, tropical storms, etc.</p>

<p>HazardNet hoshi.cic.sfu.ca/hazard/</p>	<p>HazardNet aims to enhance the timeliness, quality, quantity, specificity and accessibility of information for those concerned with preventing, mitigating or preparing for or large-scale natural and technological emergencies. Simon Frazier University, Canada.</p>
<p>Natural Hazards Observer www.Colorado.EDU/hazards/sites/sites.html</p>	<p>This website page is the University of Colorado's Natural Hazard Centre's information gateway to university, research centres and organizations specializing in research and information on various types of natural hazards and disasters.</p>
<p>Refugees and internally displaced persons</p>	
<p>Refugees Daily www.unhcr.ch/news/media/daily.htm</p>	<p>Refugees Daily a global refugee news review. This summary of refugee news has been prepared by UNHCR from publicly available media sources.</p>
<p>Internally displaced persons www.idpproject.org/</p>	<p>The Global IDP Project website is an independent website and information management service on internally displaced persons worldwide. Profiles and data for 20+ countries.</p>

Module 3 – Armed Conflicts

I. Introduction to armed conflicts

A. Characteristics

Since World War II, most armed conflicts have been intra-state rather than inter-state. The majority have occurred at regional or local levels, while a few have “spilled over” into neighbouring countries. Recent conflicts have entailed movements for secession, separation and control or replacement of the central government, often with external support. Others have stemmed from rivalries over rank and relations, interstate claims on the same territory, and the desire to form new states from previous political entities. In the last two decades, such conflicts have primarily affected countries in the developing world. From 1980 – 2000, nearly half of the Low-income Developing Countries experienced armed conflict. In 1994 alone, there were 45 open conflicts in different regions. Of these, 22 involved Least Developed Countries.

It is difficult to establish a typology of armed conflicts because of the multiplicity and overlapping nature of causal factors. Conflicts are dynamic processes with uncertain outcomes. They may continue over long periods and affect every facet of society: lives and livelihoods, families, and communities; economic, social, political, legal, and educational institutional and physical structures; cohesion and participation of different population groups; security and development.²⁰ They have, in many cases, reversed decades of development by destroying human, social and economic capital.

Conflict-affected countries are often characterized by the “weak capacity of social institutions, insecure environments, displacement of large numbers of people, returnees, ex-combatants to be demobilized, destroyed infrastructure, land mines littered on farm lands and other relevant sites, distrust, higher levels of social deprivation and poverty, and breakdown of social services and community support structures”.²¹

²⁰ A Framework for ILO Policy and Action in the Conflict-affected Context, page 7 paragraph 6, ILO 1999.

²¹ ILO seminar report “Challenges for skill training and employment promotion in a country emerging from armed conflict,” Addis Ababa, Ethiopia, October 1997, p. 4.

If institutions were not weak prior to the conflict, they often become so as violence and uncertainty spread. The weakening stems from the out-migration of trained people, disruption of settlement patterns and loss of authority by the government (in extreme cases there may be no government in place). The reconciliation process typically begins in a situation in which the institutional capacity to implement programmes is quite limited.

B. Causes

Armed conflicts are caused by a wide variety of complex factors, both direct and indirect. Conflicts are often deep-rooted or seemingly intractable, as they stem from tensions related to underlying needs, including security, identity and participation, rather than from negotiable interests and positions. They often accompany and inter-link with economic underdevelopment, structural inequality and non-integrated social and political systems, social exclusion, rapid change and alienation. A central force in conflict is the identity group often defined in ethnic, religious, linguistic, military or other terms. Identity groups facilitate the expression of needs in social and political terms, but are often mixed in many conflicts.

Economic factors are rarely the sole cause of conflicts, but they can intensify tensions and accelerate the outbreak of armed conflict. Poverty, high levels of unemployment and inequalities of income and wealth distribution can be a major source of tension, all more so when they change rapidly, because stable distributions may be accepted as part of the 'normal' operation of society. Changes in income and wealth inequalities result in changes in relative power in society, which affect access to resources. When access is restricted, competition over resources can take socially dysfunctional forms, especially if those whose access is restricted perceive themselves as having a corporate or communal identity. A major objective of reintegration programmes is to reduce perceived and actual inequities in the competition over limited resources.

In some cases, competition over land can be a major factor in conflict. This competition can intensify during the transition to peace, as the general disruption of social life during armed conflict can produce competing claims on land. For this reason, arriving quickly at a settlement of the land question is key to preventing the re-kindling of conflict. Resolution of the land question can itself be a cause of conflicts and should thus be managed carefully, with the participation of contending agents and groups. Often, the interests of indigenous and tribal populations are at stake. Resolution can, but need not in all cases, involve land redistribu-

tion. Less radical measures, such as land titling, can be equally contentious if multiple claims on land are widespread.

C. *Societal impacts*²²

Civil conflict generates both direct and indirect costs to society. The direct costs include damage to social and economic infrastructure and the physical capital stock, interruption of trading networks and output losses, including the destruction of crops. Indirect costs include inflation (sometimes caused by government borrowing to fund the war effort), rising external debt, the diversion of labour into military activities and the decline of private sector investment due to political instability and direct economic costs.

The costs of conflict may continue to be felt long after the cessation of hostilities. There may be thousands of refugees and ex-combatants that need to be reintegrated into society. Millions of anti-personnel mines, as in Afghanistan, Mozambique, Angola, Bosnia-Herzegovina and Cambodia, continue to maim and kill people, impede resumption of agricultural and other income-earning activities and limit the general mobility of the people. Furthermore, many scars remain from rampant human rights abuses, harassment and psychological trauma.

Poverty and other handicaps, especially in the case of women, youth, children and the disabled, are aggravated at a time when the safeguards offered by social safety nets and other social and community supports have disappeared.²³ The health and psychological well-being of the population may also be adversely affected. In many cases, indirect costs exceed direct costs, though the former are difficult to measure with precision.

Among the many factors which should be taken into account in a conflict-affected situation are the distrust and suspicion among political factions and parties to the conflict, the unstable social situation and dearth of social cohesion, the weakness of administrative and institutional structures and the limited capacity for employment creation and the provision of social services.²⁴

²² ILO Guidelines for Employment and Skills Training in Conflict-Affected Countries, 1997.

²³ ILO Action Programme on Skills and Entrepreneurship Training for Countries Emerging from Armed Conflict. ILO and Conflict-Affected Peoples and Countries: Promoting lasting peace through employment promotion, Geneva, 1997.

²⁴ ILO Policy and Action in Conflict Affected Context, August 1997.

Case: Causes and Impacts of Conflict in Mozambique

The government forces of Frelimo and opposition forces of Renamo fought from the late 1970s until October 1992, when the General Peace Accord was signed and a cease-fire came into force. Explanations of the underlying causes of this conflict are essentially polarized around two opposing ideological positions. The first is that the war in Mozambique was an externally sponsored project of destabilization against the Frelimo government in the context of the South African apartheid regime's "total strategy" for the region and conservative Western concern about a communist-inspired government providing an alternative model for other African States. In this view, Renamo are seen as a puppet force, set up and sustained by external support, with no real political programme or intent to govern and no domestic power base. The opposing view is that the causes of the war were mainly internal, a product of Frelimo's own failed socialist experiment and particularly their alienation of the rural peasantry, traditional leaders and *cuaundeiros* through the imposition of state farms and cooperatives, communal villages and a new power structure which undermined traditional society. Ethnicity, class and regional bias are held by some to have played a major part in the conflict, given the dominance of particular groups in the respective leaderships. Renamo was associated with the Ndaus of central Mozambique, while the leadership of Frelimo was dominated by southern-based intellectuals.²⁵

The war and its consequences are estimated to have left more than a million people dead²⁶ (Hanlon 1991), 2 million internally displaced (most of whom sought refuge in the relative security of urban centres or small rural villages) and more than one million refugees. In addition, the peace agreement called for the demobilization of 90,000 soldiers. The material cost of the war is estimated to be about \$18 billion (Hanlon, 1991). Other "costs" include a road network that collapsed, leaving a large part of the country inaccessible, a devastated social infrastructure with more than 3,000 primary schools and a third of the health posts and clinics destroyed or closed (Hanlon, 1991), mines scattered throughout many parts of the country, huge areas of previously cultivated land abandoned for more than a decade and now overgrown by bush, decimation of livestock in many areas, leaving less than 1 per cent of the original stock and many parts of the country effectively under the control of *regulos* (chiefs) loyal to Renamo. Millions of

²⁵ Compendium of Initiatives: Skills Training and Employment Promotion in Conflict-Affected Countries, ILO, 1998.

²⁶ Hanlon, J. 1991. *Mozambique: Who Calls the Shots?* James Curry, London.

Mozambicans have had to go through some process of reinsertion in order to resume a semblance of their previous lives. Most have had to do so with virtually no belongings, having spent so many days trekking through the bush as the situation dictated.²⁷

D. *The broader context of response*

Almost all countries with armed conflicts request external intervention to help bring about the conditions necessary to begin negotiating peace. External assistance normally continues throughout the processes of transition from peace-keeping to relief, rehabilitation, recovery and reconstruction. There is rarely a pattern or order in these processes, and they may co-exist. Experience has shown that conflict and post-conflict phases are often indistinct because of unresolved tensions, continuing insecurity, sporadic or intermittent violence or inability of state structures to function efficiently. In the face of these uncertainties, it is a challenge to design a coherent, long-term strategy integrating various types of assistance.

The UN system is often requested to provide assistance in the following circumstances:

- n In the early stages, or throughout the crisis, for third-party negotiation of cease fires and peace agreements, conflict resolution, disarmament, and peace-making
- n During the crisis, to mobilize peace keeping forces and assistance agencies to provide humanitarian assistance for relief and rehabilitation
- n During the post-crisis phase, to promote peace-building and development for recovery and reconstruction.

The UN has developed generic guidelines to support and direct UN system assistance for crisis response and recovery. Guidance is provided for joint assessment and analysis as the basis for clear, prioritized and shared objectives. The ***Generic Guidelines for a Strategic Framework Approach for Response to and Recovery from Crisis***, (UN, April 1999) is provided in **Annex 1**. Within this framework, there is an agreed division of responsibility within the UN system for conflict-related interventions.

OECD-DAC has also developed a ***Strategic Framework for Assistance*** which is outlined in **Annex 2**.

²⁷ The Evolution of Microfinance in a Successful Post-Conflict Transition: The case of Mozambique. Prepared by Fion de Vletter for the Joint ILO/UNHCR Workshop: Microfinance in Post-Conflict Countries 15-17 September 1999.

II. ILO's response

A. *Overview of ILO response*

It is essential for post-conflict reconstruction to address root causes. If these are not dealt with, the likelihood is high that violent conflict will re-emerge. Many root causes, such as high levels of social discrimination, inequality and socio-political exclusion affecting ethnic and minority groups in particular, are linked to critical areas of ILO concern. Especially when such causes lead to unequal access to productive resources, poverty and unemployment.

In the past, ILO has taken part in the UN system's coordinated response to various crises. ILO's participation is predicated on certain criteria, described in Part One of this manual. ILO establishes priorities for response through consultation with the appropriate UN department (Department of Political Affairs (DPA) and/or Department of Peace Keeping Operations (DPKO)), interagency mechanisms, the ILO field structure and national authorities and ILO constituents. When a decision is made to participate, it is important to do so in a timely manner at the earliest possible stage. To do so, however, the situation must be sufficiently safe for ILO personnel to be able to operate.

Case: Peace in Guatemala

In November 1994, the parties involved in the 30-year conflict in Guatemala began peace negotiations in earnest. In addition to deaths and displacement, the conflict brought about impoverishment and flagrant violations of fundamental rights, particularly for the indigenous majority of the population. Given that many of the items on the peace agenda concerned matters within the mandate of the ILO, the United Nations Secretary-General requested the ILO to advise the United Nations Moderator at the negotiating table.

In March 1995, the parties signed an Agreement on the Identity and Rights of Indigenous Peoples, which is largely based on the Indigenous and Tribal Peoples Convention, 1989 (No. 169). The Agreement addresses a range of issues concerning indigenous peoples, including education, gender, land rights and common law, and urges the parties to promote Convention No. 169.

Specific strategies need to be developed to respond to the unique circumstances in each conflict or complex emergency. However, ILO may highlight certain areas of interest in different stages of the crisis, as follows:

Pre-crisis phase:

- n Drawing attention of the international community and the social partners to the implications of the conflict for employment, poverty, social exclusion, gender impacts and the use of child soldiers;
- n Promoting reconciliation and facilitating negotiations through participatory social dialogue;
- n Promoting human rights and the use of International Labour Standards;
- n Strengthening data and information systems to monitor the economic and social impacts.

Peace-keeping/humanitarian phase:

- n Participating in joint needs assessment and analysis;
- n Prioritising objectives;
- n Formulating short-term quick impact rehabilitation assistance programmes for affected communities through a transitional support strategy and an integrated and participatory employment and income generation approach.

Post-crisis:

- n Assisting during the recovery and reconstruction phase through a comprehensive and integrated approach in ILO fields
- n Centring on employment creation and income generation, social protection and social dialogue.

B. Pre-crisis preparedness and mitigation

Armed conflicts are rarely spontaneous in nature. Time is usually available for both preventive and preparatory work. Preventive steps of a political nature are undertaken by UN – DPA, which collects and analyses information about impending crises. Other preventive steps can be undertaken by national and international actors to address root causes and promote conflict resolution.

Case: Conflicts in Central America

In the post-conflict environment in Central America, the ILO played an important role in the inter-agency development programme (PRODERE), focusing on employment and income generation as part of the strategy for reintegrating displaced persons, refugees and returnees.

1,300,000 beneficiaries have received support through the programme, including training activities to improve managerial skills and the development of credit mechanisms through local economic development agencies. Nearly 1,500 local development committees have been established and the credit mechanisms have been instrumental in creating jobs for more than 37,000 workers. Local projects to develop productive activities have covered 72,000 workers. Around 40 per cent of training activities were provided to women, and one-quarter of loans were made to women.

In most cases, ILO's response can be facilitated by pre-crisis preparatory action and measures that include:

- n **Developing a conflict profile** by monitoring political trends and developments, including UN system response and initiatives, such as Security Council action, and monitoring the evolving situation
- n **Compiling a country profile** by collecting or bringing together data on ILO-relevant concerns and preparing a baseline picture
- n **Conducting dialogue and consultation** with available partners, especially with the UN system, social partners and NGOs already working in the area²⁸
- n **Identifying strategic considerations** by selecting the appropriate strategy, approach, intervention points and options
- n **Undertaking advance technical action** related to possible options for ILO intervention, e.g. preparing packages of emergency employment and training schemes on the basis of available information and previous experience, which can be quickly launched and expanded as needed

²⁸ Trade Unions in Conflict-affected Countries: Experiences and roles in peace negotiations, social healing, reconstruction and development, Report on a Meeting for Workers' Delegates, ILO, Geneva, June, 1997.

- n **Undertaking advance administrative action** related to possible options for rapid ILO intervention.

Analysis and information generated during this phase should be periodically reviewed to test its continued validity, and the assessment and analysis should be accordingly updated.

C. *Response at the time of crisis*

ILO Needs assessment: The ILO needs assessment should seek to identify the most critical challenges for an ILO response and take stock of the tools and resources both available and required to address them. ILO staff should join the first UN needs assessment and analysis mission so that ILO concerns can be injected into the exercise from the earliest stage. Again, the reader should refer to the referenced sites cited in the annex, “List of Crisis Early Warning, Monitoring and Analysis Web Sites,” under the heading “Country profiles, data and analyses,” “Conflict Early Warning Information and Analysis,” and “Breaking news and political analysis.” Additionally, ILO staff should refer to ILO’s ***Crisis Response Rapid Needs Assessment Manual*** for more detailed information on conducting needs assessments in these situations.

The scope of the needs assessment will vary from case to case. Often, surveys of demobilized combatants, refugees and returnees are undertaken as soon as peace-keeping operations begin. It is important to include in the survey questionnaires information which will later be linked to employment and training initiatives as detailed in **Annex 3** (Sample Survey Questionnaire) and **Annex 4** (Sample Community Needs Assessment Methodology) and **Annex 5** (Questionnaire for survey of training providers).

The ILO needs assessment in conflict and complex emergencies may include:

- n community needs assessment to identify potential for jump-starting local economies through self-employment and the creation of micro enterprises;
- n identification of associates, partners and service providers for skills training, business training, business support services etc.; assessing their capacity and short-term measures for capacity building; procedures for involving them in programme selection, planning, implementation and monitoring (e.g. local authorities, community leadership, private sector, NGOs, church groups, education and training institutions etc.); maxi-

mum use of existing institutions and local personnel at all stages of project development and implementation;²⁹

- n infrastructure damage and potential for employment-intensive rehabilitation and construction: e.g. to facilitate access/transport and communications (access roads, pathways, site clearance, small bridges); to facilitate reopening lifelines (food distribution centres, food warehousing and storage, water sources tanks, ponds, wells, boreholes etc., health centres, temporary/semi-permanent shelters); to support and restart agricultural activities (irrigation channels, terracing, soil conservation, afforestation etc.); to rebuild/re-equip training centres and facilities; to rebuild dwellings; and other community and relief needs, e.g. reception centres, temporary information and referral centres, schools, environmental sanitation and services etc.

D. Immediate/short-term response

In most cases, a two-phase approach for ILO cooperation may be considered through immediate/short-term and medium to long-term interventions. In the immediate/short-term, ILO response should seek to:

- n Be fully represented in UN operational management, whether managed or coordinated by a special UN Interim or transitional authority or by UNDP.
- n To focus on ILO core mandate issues both for the overall UN response and for the specific ILO programme component.
- n Provide or prepare for access to employment and income by increasing the employability of conflict-affected persons through skills and business training and related support services for self-employment and by implementing an employment-intensive programme of infrastructure rehabilitation and construction for wage employment. Preparation for such programmes may also involve selecting and training suitable persons intending to return from refugee camps once peace agreements are signed.
- n Ensure appropriate links and smooth interface with humanitarian assistance.

²⁹ Annex 5: Questionnaire for survey of training providers.

- n Promote and implement rapid capacity building measures for strengthening the self-reliance of institutions and communities related to the programme.

Characteristics of ILO response – As mentioned previously, relief and rehabilitation activities are likely to overlap, and there will be numerous external actors and assistance providers including bilateral donors and NGOs.³⁰ ILO's response to conflict should focus on the following aspects:

- n ***Easy-to-start “entry projects”*** These projects should match needs with readily available funds and also work with other UN programmes. They are flexible in design and decentralized in their modalities of implementation. They are integrated into an ILO programme and have specific goals and workplans for each project/scheme, demonstrating the technical and social feasibility, replicability, sustainability and cost-effectiveness of ILO approaches.
- n ***Conflict-affected area approach*** – This approach offers flexible targeting to include the affected population while promoting “inclusiveness and non-discrimination” with due consideration of the general population's needs. The approach promotes the full involvement of the local community, particularly host communities receiving demobilized combatants and refugees/returnees or internally displaced persons, in planning and decision-making. This approach also facilitates decentralized management and implementation and closer linking of beneficiaries, locations and needs. Populations of concern include:
 - Demobilized combatants identified for reintegration assistance in peace agreements;
 - Women ex-combatants;
 - Young ex-combatants and child soldiers;
 - Disabled ex-combatants;
 - Families/dependents of ex-combatants;
 - Refugees and returnees being assisted by UNHCR;
 - Internally displaced persons;
 - Resident war-affected population, especially in areas of intense fighting;
 - Disabled victims of land mines.

³⁰ For examples, see *Reintegrating demobilized combatants: Experience from four African countries*, ILO, 1995; and *A Compendium of Initiatives: Skills Training and Employment Promotion in Conflict-affected countries*, ILO, 1998.

- n **Special attention** to women ex-combatants, disabled ex-combatants and young ex-combatants/child soldiers should be foreseen in all cases. In addition, special attention is required for women-headed households and unemployed youth. As far as possible, they should be mainstreamed into all programmes. In some cases, additional programmes may be required.
- n **Gender aspects** should be carefully examined in short-term projects. Further guidance on this subject is available in a separate publication.³¹
- n **Equity issues** are important and trade-offs between the needs of different groups (e.g. IDPs vs. other residents, combatants vs. non-combatants) may have to be made due to limitations on resources and the need to promote peace-building.
- n **Ownership and sustainability** should be pursued through:
 - progressive implementation;
 - full participation of local authorities and communities in project selection, planning, decision making and implementation; where possible/feasible, formation of **Local Employment and Economic Development (LEDA) networks**;
 - promotion of common approaches and standards, complementarity and cooperation with similar/parallel activities by sharing information and organizing a **Forum of Partners**, in particular advising on adding job value to all major programmes of key partners.

Response Options – Thematic components. The following matrix outlines some typical adverse effects of conflicts and potential thematic components that may be considered when developing a package of quick impact projects. It may not be possible to include all components or undertake them prior to the actual start of the programme, but they can be factored in during implementation. Only limited capacity building and training initiatives may be possible in short-term response, hence the emphasis on accelerated, condensed and clustered training efforts. The training material and sessions can be prepared during the pre-crisis preparatory phase.

³¹ Gender Guidelines for employment and skills training in conflict-affected countries, ILO, March 1998.

Overview of ILO response to armed conflict

Needs/problems	ILO thematic components
<p><i>Large-scale loss of life and break-up of families</i></p> <p>Increase in dependency, women-headed households, and youth out of school/work.</p> <p><i>Large-scale displacement of population and break-up of communities and established social structures and systems</i></p> <p>Refugees, returnees and IDPs; increased social and psychological trauma; changes in community and household level coping mechanisms, leadership patterns and mechanisms for social dialogue and reconciliation.</p> <p><i>Large increases in the number of disabled persons</i></p> <p>Disabled ex-combatants, civilian population, and victims of land mines.</p>	<p>Rapid community needs assessment.</p> <p>Rapid identification of associates, partners and service providers.</p> <p>Rapid assessment of infrastructure damage and potential for employment-intensive rehabilitation and construction components of both public and community works.</p> <p>Determining the institutional framework for programme management and implementation, including procedures for local contracting.</p> <p>Employment-intensive infrastructure rehabilitation and construction component; careful selection of priority activities in consultation with local communities.</p>

Needs/problems	ILO thematic components
<p><i>Large-scale demobilization</i></p> <p>Ex-combatants from regular army, militias, other armed groups.</p> <p><i>Extensive damage to physical infrastructure</i></p> <p>Breakdown of essential services and lifeline systems, breakdown of access, transport and communications.</p> <p><i>Loss of productive assets and production</i></p> <p>Interruption in or breakdown of agriculture, organized sector activities and services including farms, factories and enterprises; loss of machinery and equipment, raw materials, household/family and personal assets; breakdown in trade, distribution and marketing channels.</p> <p><i>Loss of employment and incomes</i></p> <p>Loss of means of sustenance; increase in poverty and destitution; breakdown and disorganization of labour markets; extremely limited scope for wage employment.</p> <p><i>Challenges to established authority and/or its legitimacy</i></p> <p>Weakening of existing government structures, systems and institutions; breakdown of essential services (food supply, health, education, welfare).</p>	<p>Micro and small enterprise component; specific business opportunity identification; sensitisation and awareness (1-3 days); accelerated business training (3-7 days); training of trainers/ informal sector agents; negotiating the regulatory framework and establishment of support mechanisms for credit, product selection, production, marketing etc. through local institutions/NGOs, other groups in the community.</p> <p>Accelerated skill training for self-employment of micro entrepreneurs and wage employment for workers in employment intensive infrastructure schemes; rapid training of trainers (1 month); training of small contractors.</p> <p>Other short training programmes: e.g. sensitisation/awareness training for local organizations and partners (1-7 days); awareness and participatory training for women's role in rehabilitation activities (1-3 days); capacity building in community organizations around common concerns (1-7 days) etc.</p> <p>Social dialogue programmes: LEDAs, organizing secure access to social protection through voluntary community-based initiatives and counselling and awareness training.</p>

Case: Sierra Leone Employment for Peace

With the return of a fragile peace, Sierra Leone faces the daunting task of rebuilding its economy and society. More than 45,000 ex-combatants, some hundreds of thousands of refugees and more than a million internally displaced persons have to be integrated into a “normal” socio-economic life. Almost the entire population of the country has suffered conflict-related trauma. Sierra Leone is the least developed country in the world and has seen no growth for the last several years.

ILO’s needs assessment mission to Sierra Leone, in 1999, recommended a multi-pronged, integrated capacity building approach in the areas of employment creation. This approach consisted of:

- n establishment of a national employment unit to work with the National Commission for Rehabilitation, Reconstruction and Reintegration and the Ministry of Labour, Social Security and Industrial Relations as the centre for capacity building, planning and programme development;
- n an employment-intensive infrastructure rehabilitation and reconstruction component in urban and rural areas linking beneficiaries, locations and needs with built-in component on improving organizational, management and technical capacity at different levels;
- n a skill training component geared to well-identified market demand for self-employment, building on existing base of skills and diversifying them;
- n a small and micro enterprise component with informal sector development and micro credit, promotion of savings and related support systems;
- n special attention to integration of priority groups viz., ex-combatants, women, youth and persons with disabilities;
- n reorganizing and strengthening employment registration and service centres towards identified market opportunities for self-employment;
- n development of Local Employment and Economic Development Network (LEDA) at the district level to build local capacities and facilitate local development initiatives; and
- n a Forum of Partners involving all actors in the reconstruction programme to support reconciliation, promote a common understanding of problems and local development strategies and facilitate coordination and integration.

Funding. It is therefore important to be realistic in preparing project budgets and in phasing project components. All options for funding should be explored during the Needs Assessment and Programme Formulation mission. The inclusion of ILO proposals in a UN Consolidated Appeal, however, is not a guarantee for funding for two reasons. First, the Appeal may be under-funded, and, second, donors may allocate funds for similar/parallel projects to other agencies or NGOs. The coordinator of the UN operations should be a primary source of funding for ILO and able to mobilize contributions from donors. In order to obtain funding for short-term programmes, ILO provides a breakdown of funding by component and priority. Donors and other potential partners should nonetheless be briefed directly on ILO's plans.

Format. Should ILO reach an agreement with UNDP for initial funding, the UNDP Programme Support Document format may be used, especially for projects with several components. The advantage is that implementation can be started in a timely manner. It is important to keep the external personnel inputs and equipment components to a minimum and maximize the use of national personnel and other resources. For UN Consolidated Appeals, a different format is required and can be found annexed to Module One – Natural Disasters.

E. Medium/long-term response

Recovery and reconstruction in a conflict-affected country is likely to last several years. In the past, donor pledges for reconstruction have generally been organized through the UN Consolidated Appeal Process (CAP). ILO staff should keep up-to-date on actions taken by the lead UN agency to ensure that ILO's post-conflict strategy is elaborated on a timely basis and is included in the CAP. Typically, during the post-conflict phase when the security situation is stabilized, five major assistance providers, World Bank, EU, bilateral donors, UNDP and NGOs, undertake reconstruction using their own preferred approaches and modalities.

The preparation of an ILO medium-term intervention should be based on a realistic assessment of sources and the extent of available funding.

Case: ILO Responses for Post-Conflict Reconstruction

With more than 30 recent interventions in 20 conflict-affected countries, the ILO has accumulated a wealth of experience and expertise in post-conflict reconstruction. As one of many important players in post-conflict response, ILO has tended to focus on:

- n direct employment creation through labour-based rehabilitation of damaged infrastructure (7 cases);
- n increasing the employability of conflicted-affected groups through skill acquisition and vocational training (10 cases);
- n helping jump-start local economies through micro enterprise development, micro finance, business training and related support services (10 cases);
- n promoting the organization of conflict-affected groups through the formation of local economic development associations (LEDAs) in conjunction with technical activities (4 cases);
- n assisting the mainstreaming of women in its technical activities (24 cases);
- n assisting the rehabilitation of disabled persons (4 direct and several integrated cases);
- n capacity building of associates, partners, training and service providers (all cases).

Source: *A Framework for ILO Policy and Action in the Conflict-affected context*, ILO 1999. Annexes 3A and 3B, pages 81-89 and related project summaries.

ANNEX 1:

UN Generic Guidelines for a Strategic Framework Approach for Response to and Recovery from Crisis (UN, April 1999)

I. Introduction

In order to facilitate greater coherence in international support for peace, reconciliation and recovery in crisis countries, the ACC has endorsed the concept and basic elements of a Strategic Framework approach. It is expected that Strategic Frameworks will be developed for a small number of countries, in or emerging from crisis.

The Strategic Framework approach is predicated on the assumption that successful peace-building requires partnership building and cooperation on a mutually reinforcing political strategy and assistance programme, incorporating human rights considerations. This requires a clear articulation of the principles and policies which will guide UN action, and the definition of institutional/coordination arrangements at HQ and field levels for ensuring coherence among UN entities and partners. It further requires dynamic analysis to identify, prioritise, monitor and update key objectives. Local participation and ownership is also fundamental to this approach.

II. Criteria and selection

The Strategic Framework approach will be applied selectively where some or all of the following criteria apply:

- n the United Nations has an acknowledged political mandate and a leadership role for conflict-resolution and peace-building;
- n the situation is characterized by a major weakening' or collapse of state authority;
- n the situation is characterized by the breakdown or absence of regular mechanisms for consultation between government, the UN, and donors;
- n the situation requires a multi-dimensional response by the UN and a high degree of collaboration by outside parties;
- n the security situation requires special measures.

As per ACC decision of March 1998, the Secretary-General has entrusted the Deputy Secretary-General with the responsibility of overseeing the development of Strategic Frameworks in the small number of countries where such an approach would apply. The responsibility for initiating a Strategic Framework in a particular country rests with the Deputy Secretary-General. This decision should be taken on the basis of a consolidated recommendation through the convenors of the Executive Committee on Peace and Security (ECPS), the Executive Committee on the United Nations Development Group (UNDG) and the Executive Committee for Humanitarian Affairs (ECHA), JASC and other relevant members of the UN system.

When it is determined that the criteria no longer apply, there will be a transition to regular programming and coordinating mechanisms.

III. Guiding principles, policies, analysis, objectives

The activities of UN political and assistance entities and of all Strategic Framework partners will be guided by a set of shared principles. Negotiations between external actors and national and local counterparts will be required (a) to ensure that the actions of all partners adhere to these principles; (b) to identify and prioritise common objectives and to implement agreed policy.

The following guiding principles derive from basic legislation of the UN system and should inform all UN activity in countries in or emerging from crisis:

- n all UN activities will contribute to an overall effort to achieve sustainable peace and security and respect for human rights, in keeping with the purposes of the United Nations as outlined in the Charter and other basic instruments;
- n the principles of humanitarianism, universality and impartiality will underpin all work of the UN system, in particular with respect to the humanitarian imperative to save lives.

The following policies for coherent action should be considered generic in situations requiring a Strategic Framework:

- n UN entities and partners in the Strategic Framework will “speak with one voice” on matters of principle and will agree on the collective conditions for engagement and disengagement;
- n no conditionalities shall apply to life-saving humanitarian assistance; the range of activities to which this provision applies shall be agreed by the country team;

- n international assistance will be provided on the basis of need and will not be subjected to any form of discrimination;
- n the safety of UN staff and associated personnel will constitute an important consideration in the design and implementation of the assistance programme;
- n policies and performance standards on key issues, for example gender equality, child protection, narcotic drugs, or HIV/AIDS, will be emphasized;
- n entities with humanitarian assistance responsibilities will help to ensure their work is supportive of recovery; development assistance providers will participate in recovery efforts from the earliest possible stages; UN activities will be designed to build and ensure national and local ownership at all levels;
- n institutional and capacity-building will normally not be supported by the UN system under conditions where the substantive provisions of the basic instruments of the United Nations, including the Charter and related human rights instruments are not respected by national local authority.

The elaboration of these policies in the country context requires an appropriate joint assessment and analysis of the country environment by concerned parts of the UN system. Such analysis would draw on existing early warning systems and other studies in the relevant areas. This analysis will take into account local culture and customary law. It will be dynamic and ongoing.

This analysis will inform clear, prioritised and shared objectives, updated as necessary. To ensure ownership, especially of national and local actors, the process of elaboration and prioritisation of objectives should be consultative and participatory.

Be informed by the elaboration of assistance objectives:

- n to achieve a cessation of hostilities, disarmament and demobilization;
- n to encourage national, and as required, regional political consensus in support of the peace process;
- n to ensure that any settlement or agreement is sustainable and address the root causes of the crisis;
- n to ensure agreement on a coherent peace-building strategy involving all potential main actors;
- n to facilitate the establishment of a broad-based representative Government;

- n to achieve a regeneration of economic activities to sustain peace and security.

The following are indicative assistance, protection and human rights objectives the elaboration of which will inform and be informed by the elaboration of political objectives. Under the leadership of the UN Resident and/or Humanitarian Coordinator these objectives will also be elaborated in a manner reflecting the reality that recovery from crisis requires early and sustained collaboration between humanitarian and development actors:

- n saving lives, alleviating human suffering, and preventing further threats to life and security;
- n strengthening individual and community coping mechanisms;
- n promotion and protection of human rights, including development of national capacity, with particular emphasis on human rights of women and children and other vulnerable groups, including the achievement of gender equality;
- n provision and, regeneration of basic social services;
- n the empowerment of nationals, both women and men, to build sustainable livelihoods;
- n the protection, return and sustainable reintegration of internally displaced persons and refugees, with particular attention to gender perspectives;
- n laying the foundation for macroeconomic stability, economic recovery as well as good governance;
- n reconstruction of national legal and judicial systems.

The development of coherent assistance objectives will be an ongoing collaborative and field-driven process. The process of consultation should (a) determine the prioritisation of objectives so that priority sectoral and community needs as well as those of disadvantaged groups can be met in a coherent manner; (b) prepare a collaborative assistance programme to which all stakeholders should subscribe; and (c) ensure the collective commitment of all partners, including national, to the implementation of agreed programmes.

IV. *Institutional mechanisms*

Specific collaborative arrangements will be required, both at headquarters and in the field, to implement a Strategic Framework. While the nature of such arrangements will depend on the specific country situation, elements of the following will be required.

At headquarters

The development and implementation of a Strategic Framework at the field level should be facilitated by the appropriate consideration and resolution at headquarters level of key policy questions and issues. For this purpose, the Deputy Secretary-General will initiate the necessary arrangements for the participation of representatives from among those UN system organizations and others who are major actors in the country concerned in an appropriate, consultative process. Recognizing the roles and mandates of existing coordinating bodies, the envisaged arrangements for consultations at headquarters level should ensure the required linkages and foster collaboration in order to support the development and implementation of a country-specific Strategic Framework.

In the field

Implementation of a Strategic Framework, with its emphasis on partnership, will involve putting in place a suitable coordinating body in the field, consisting of representatives of the Office of the Special Representative/Envoy where applicable, the Resident and/or Humanitarian Coordinator, representatives of UN assistance agencies, NGO coordinating bodies and/or individual NGOs, the World Bank, the Red Cross movement and international assistance donors and where possible national representatives. Even in conditions where the state has collapsed every effort should be made to ensure that local communities participate in the process.

The coordinating body to be established will agree on assistance priorities, taking into account national and security concerns, and will provide for division of labour, improved coordination and operational arrangements. It will further ensure that specific programmes and projects adhere to common objectives and priorities. It will resolve any differences concerning collaborative programming in the country taking into account the mandates or global priorities of individual agencies. The coordinating body will define the range of activities considered to be life-saving and will normally be chaired by the UN Resident and/or Humanitarian Coordina-

tor. This coordinating body should be the locus of ongoing consultations to ensure that the political strategy and assistance programme build on each other's strengths and reinforce the logic for peace. The coordinating body will also be the main forum where the results of the monitoring and evaluation, system will be discussed to determine any corrective adjustments in the programme of assistance.

Key to the function of this mechanism, and to the implementation of a Strategic Framework, is complementarity and harmonization between the activities of the Special Representative/Envoy of the Secretary-General where appointed, other special UN missions, and the Resident/Humanitarian Coordinator. In instances where an SRSG has been appointed, s/he will have overall responsibility for global UN activities. Harmonization will require regular consultation and coordination between the SRSG/SE and the UN RC/I-IC and country team, including information sharing on strategy and activities.

V. *Monitoring and evaluation*

UN activities will be conducted with high standards of transparency and accountability and will be appraised, monitored and evaluated against clearly established objectives. For these purposes, UN entities will collaborate to develop a joint strategic monitoring and evaluation capacity tailored to local circumstances and requirements, or establish an independent capacity. This capacity will work from bench marks/indicators established on the basis of agreed principles and political and assistance objectives. This capacity will be charged with (a) monitoring the relevance of established objectives to changing realities on the ground; (b) monitoring the direction and impact of the international assistance programme and its consistency with political objectives; (c) monitoring adherence to the agreed principles, policies and objectives developed through the Strategic Framework. The ultimate purpose will be to produce an authoritative and realistic assessment of the impact of international assistance and of the progress towards peace-building. The monitoring system should, to the extent possible, include the participation of NGOs, donor representatives and when possible national/local authorities.

VI. *Funding*

A common objective of this partnership will be to achieve adequate and predictable funding for international assistance. It is intended that the Strategic Framework will provide an important step towards more struc-

tured, demand-driven, and quality-assured funding mechanisms such as the Consolidated Appeals Process (CAP), and eliminate overlaps and gaps in funding for humanitarian, recovery and development activities, by spelling out specifically those channels through which donors would be requested to provide funds, and strengthening relief/development linkages by including rehabilitation and recovery requirements.

ANNEX 2:

Strategic Framework for Assistance: The OECD-DAC Approach

A strategic framework articulates the rationale for the programme of relief assistance and recovery. It defines the underlying political, economic and social determinants and provides the context and the logic for a rational allocation of resources devoted to relief, reconstruction and development. Strategic frameworks are both a consensus-building process and a product, and are elaborated in consultation with the government, and other local actors, major bilateral donors and IFI's. It should seek to answer the following questions:

Situation analysis

- n What is the prevailing political, economic, social and security environment?
- n What are the implications of recent developments, for example the return of a large number of displaced people?
- n What is the government's response to these events, in terms of policy, governance, institutions and economic management?
- n What are the macroeconomic parameters?
- n What domestic and external financial resources are available?

Risk assessment

- n Can political arrangements that withstand the tensions and stresses of accommodation be reached?
- n Can security conditions create an adequate environment to begin reconstruction?
- n Can external assistance help overcome the legacy of violent conflict and set in motion a process leading to a more just, humane and productive society?

Programme response

- n What are the programme goals, immediate and long-term objectives?

- n What are the principal programme components aiming at conflict resolution, reconciliation and recovery that need external support (e.g. reintegration and reconstruction, capacity-building, governance and judicial systems)?
- n Is there a road-map for reaching those goals (including a transitional “safety net” covering basic needs for food, water, shelter and medicine provision of basic health, education and other social services and infrastructure; support for a return to productive work and sustainable livelihoods; strengthening of indigenous community-based management and administrative systems)?
- n Is there a gender strategy available or being prepared on major thematic programmes such as security sector reform, national reconciliation, institution-building?
- n How is the available budget apportioned between the above objectives?

Requirements for success

- n Where are the critical requirements for successful programme implementation?
- n What is the capacity of local groups and communities to identify and deal with their needs?
- n Has specific attention been given to the role women can play in reconciliation and reconstruction?
- n Is effective co-ordination amongst national and international actors in place?
- n How can short vs. long-term needs be reconciled and dependency avoided?
- n Have exit arrangements been formulated for all forms of direct support?
- n Are resources available to cover recurrent costs?

ANNEX 3:

Survey Questionnaires for Ex-Combatants

(Use a separate sheet for each part)

Note: Some adaptation will be necessary to suit local variations in circumstances.

Part I. Identification data

1. Name:
2. Age/date of birth:
3. Sex: M F
4. Marital status: (a) Married (b) Divorced
 (c) Separated (d) Widower/widow
5. No. of dependants:
 - Name of father:
 - Address:
 - Occupation/activity:
 - Name of Mother:
 - Address:
 - Occupation/activity:
6. Your home area: village/town, district/province:
7. Where will you go to live after demobilization?
8. Home area/village/town
9. Other area/village/town

Part II. Education, work and experience

10. Name:
11. What did you do before joining the army?
 - (a) School
 - (b) Work
 - (c) Other
12.
 - (a) Name of school attended:
 - (b) Final grade:
13. (a) Training (if any): Yes: No:
 - (b) Skill:
 - (c) Name of centre:
 - (d) Address:
14.
 - (a) Years in army:
 - (b) Rank:
 - (c) Type of work: (e.g. soldier, vehicle driver, cook, orderly/messenger, medical/paramedical, etc.)
15. Are you prepared to return to the same work you did before being a combatant?
16. What work will you do to earn a living after demobilization?
17. How many work months of employment can you obtain in agriculture or fisheries?
18. What type of labour-based reconstruction work would you like to do?
19. Do you know about the reintegration programme?
20. Do you wish to further your basic education?
21. Which activity have you selected?
22. Can you indicate a second choice?
23. Can you give any reasons in support of your choice of activity?

Part III. Self-employment/micro-enterprise/small business

24. Name:
25. What objective do you want to achieve by following this activity? Can you describe your personal or business objective?
26. Are you aware that you must meet very strict entry requirements for support in self-employment or SMEs?
27. Can you describe your idea about this activity?
 - (a) Which products/services do you propose to produce?
 - (b) Where will you make them?
 - (c) Where will you sell them?
 - (d) Who else is making same/similar products?
 - (e) Why do you think your product will sell?
Is there a demand?
 - (f) What raw materials will you require?
 - (g) Where and how will you get them?
 - (h) How much time will you take in making the product?
How much time in selling it?
 - (i) What resources will you require?
 - (j) What assistance will you require?

more schooling:	Yes:	No:
skill training:	Yes:	No:
technical help:	Yes:	No:
tool kit:	Yes:	No:
credit:	Yes:	No:
marketing:	Yes:	No:
other (please specify):		

- (k) If you take a loan, do you think you can repay it by the sale of the project?

Yes: No:

What is the amount of loan you will need?

How long do you think you will take to repay it?

- (l) How long do you think it will take for the activity to become self-financing?

- (m) What are the risks?

Note: This is not an appraisal or feasibility form. The intention is to assess the individual in terms of. aptitude, motivation/ determination, ability to understand/interpret the selected activity, and related needs and risks. Be careful not to raise false hopes.

Part IV. Health and medical form

28. Name:

29. Sickness:

Medication:

30. Nature of any disability:

Functional limitation:

31. Evidence of need for psycho-social counselling:

32. Any other remarks:

ANNEX 4:

Sample Community Needs Assessment Methodology: Rural Access Problems³²

Steps 1 and 2: Data collection and processing

The first step of Accessibility Planning is to carry out a situation analysis that identifies the access problems in target areas; both regarding the mobility of the population and the location of services and facilities. The local communities, organisations (government and NGOs) and individuals are involved in this process in terms of providing the needed information. Local enumerators are trained to carry out the needed survey and to process the data. Data comprises secondary data (population, agriculture outputs, etc.) and primary data. At the household level, primary data is collected on time taken and the manner in which households obtain access to services and facilities. The collected data is processed and analysed, which results in a demand-oriented access or transport needs in target areas.

Step 3: Preparation of accessibility profiles, indicators and maps

Access profiles of target areas cover a set of basic information on both locations of services and facilities and the difficulties that people have in gaining access to them. For each sector, accessibility indicators (AI) are prepared. The indicators are calculated by considering the number of households (N) in a target area, the average time spent to reach each facility/service (T), the frequency of travel to each facility in a given period (F) and an acceptable/target travel time (T_m) to get access in a sector. The $AI = N \times (T - T_m) \times F$ formula is used to calculate the Accessibility Indicator. In addition, based on the gathered information, accessibility maps are prepared in order to have a better visual presentation of access profiles in target areas and to see alternative solutions to access problems.

³² Fatemeh Ali-Nejadfard, ASIST, Harare and Geoff Edmonds, IT Transport, United Kingdom: "Rural Access Problems" ASIST Bulletin no. 10, January 2000, www.ilo.org/employment/recon/eiip/asist/bulletin/bul-10/index.htm

Step 4: Prioritization

The larger the value of AI, the worse is the access problem. The target areas are then ranked/prioritized accordingly. The target area with the worst access indicator in a particular sector gets the highest priority for access interventions in that sector.

Step 5 and 6: Data validation and defining targets and objectives

The access profiles will be presented and the gathered data validated in a training workshop which is participated in by representatives of local authorities, organisations and communities. During the workshop the sectoral objectives for access improvements will be defined. Where national targets exist, these will be used to define overall objectives, e.g. all households in an area should have direct access to potable water, not exceeding a distance of 500 meters, all year around. The targets should be realistic and attainable, based on the available resources.

Step 7: Project identification

The results of the above mentioned workshop contribute to identification of a set of interventions/projects which would most efficiently reduce the time and effort involved in obtaining access to supplies, services and facilities. These interventions are related to transport (rural transport infrastructure, low cost means of transport or transport services), and non-transport services (e.g. better distribution or the most appropriate locations of services).

Step 8: Implementation, monitoring and evaluation

The identified projects are then considered and integrated into the overall local development planning system for implementation, monitoring and evaluation. The target communities and organisations are involved not only in planning but they also contribute to implementation and maintenance of what has been planned.

ANNEX 5:

Surveys of NGOs/church groups/other agencies involved in rural non-farm training for (self-)employment

Note: Some adaptation may be necessary to suit the specifics of the country situation.

Name of Organization:

Address:

1. List your main sectors of activity. Since when have you been operational in them?

Production Starting Date:

Training Starting Date:

Training-cum-production Starting Date:

Other (please specify):

2. Describe your training capacity:
 - n In what skill areas do you provide training? Please list each skill area (technical and/or business).
 - n What is the duration of the training course per skill area? Please indicate timing of training events?
 - n How many trainees are currently enrolled in your programmes by skill areas?
 - n How many instructors are currently employed by skill areas?
 - n Describe the workshop/workroom or other facilities available for training.
 - n Describe briefly the training content/curriculum for each skill area. If possible, please provide documentation.

3. Can more skills/skill areas be added? If yes, please indicate which skills, and how much time and/or technical preparation is required for Mining in each skill to be commenced.
4. Can additional trainees be taken in existing skill areas and current facilities? If yes, please indicate how many and in which skills.
5. Is the training based on an identification of income-earning work opportunities in the area?
6. Was a needs assessment or feasibility study made? If yes, please indicate when it was undertaken.
7. Have the trainees been able to start income-generating activities after completion of training? If possible, please provide the number of trainees by skill areas who are self-employed or have started micro-enterprise small business after completing training.
8. What assistance do you provide in addition to training?
 - (a) Do you provide credit to the trainees? If yes, please indicate the amount by skill area/ activity.
 - (b) Do you provide tools/equipment after completion of training to help trainees set up in work/business?
 - (c) Do you assist the trainees in purchasing raw materials?
 - (d) Do you assist in marketing?
 - (e) Do you assist in technical matters, e.g. design (for handicrafts) or production problems?
 - (f) Do you follow up the progress of trainees? If yes, how long does it take them to become reliant in the work/ production/business activity?
9. Have you estimated the cost per trainee by skill areas? If yes, provide some estimates.
10. Will you be able to take ex-combatants for training? If yes, please indicate how many and in which skill areas.

11. What assistance will you require for training the ex-combatants soldiers?

(The categories indicated below will depend on the provisions being made in the reintegration programme).

- n Additional funds per trainee
- n Tool kits per trainee according to skill areas
- n Additional funds for providing credit after completion of training
- n Training of trainers
- n Training modules for additional skills

12. How do you see the prospects for self-employment or micro-enterprise or small business for the additional number of ex-combatants to be trained?

- n Is there additional demand for the skills or the products which they will produce? Please indicate in order of priority which skills/products have better potential or opportunity.
- n Are the raw materials available locally? If yes, is there an adequate supply? If no what are the existing arrangements for obtaining/purchasing them? (The reply will differ according to skill/product area.)
- n Are any steps required for enlarging the market for the products or for assistance in marketing?
- n Are there licensing/registration or other legal formalities which can be modified?

13. In the light of your experience, what measures are required to facilitate the reintegration of demobilized soldiers in this area through. non-farm productive activities?

14. Any other information:

Module 4 – Social and Political Transitions

I. Introduction to the crisis

A. Characteristics

Social and political transitions are dynamic and uncertain processes with unpredictable outcomes. These transitions may be caused by internal or external factors or a combination of both. Some countries in socio-political transition may experience prolonged instability, while in others a crisis situation may develop rapidly. Countries in socio-political transition do not always fall into crisis, but rather exist in a situation of prolonged political instability. These transitions can originate in a number of different situations.

Recessions, inefficiency, bankruptcy, lack of foreign investment and unemployment are often the results of social and political transitions. These stresses may exacerbate tensions between religious, ethnic or political groups and may contribute to increases in crime, general insecurity or internal armed conflicts. Conflicts and insecurity may result in serious loss of life and property, internal or external displacement of population, damage to and destruction of production systems and social and economic infrastructure.

B. Causes

Multiple and overlapping factors contribute to social and political transitions. Recent crisis situations can roughly be classified as follows:

- n ***Formation of new states*** from previous entities due to political and economic factors (e.g. former Soviet Union – formation of 20 new states);
- n ***Movements for political independence or separation*** (autonomy and secession) based on ethnic, religious, linguistic or cultural identity leading to creation of new states (e.g. former Yugoslavia);

- n ***Transitions to new political systems*** often preceded by violent struggle (e.g. Cambodia and Mozambique move to elected democracies, or South Africa out of apartheid);
- n ***Social transitions due to new socio-economic and/or political systems*** (e.g. CEE countries, Mongolia, Laos, Viet Nam, China).

The evolutionary nature of complex transitions (social, political or economic) can be attributed to a host of interacting factors of “internal assault, internal decay and external corrosion”. Some of these are: (internal assault) bipolar or multi-polar societies with different groups seeking more state resources or better access, political fragmentation and remobilisation around a cementing ideology (e.g. ethnicity, religion), weakening of the dominant or autocratic state; (internal decay) weakening economic structure, decline of welfare or developmental state, inability of state institutions to provide minimum or basic services, dissonance between gains in democratic rights and early effects of economic transition; rights-based movements (indigenous peoples, minorities), separatist movements (territory); (external corrosion) economic transition, recession, stagnation or crisis, over-dependence on external capital or aid, adverse effects of globalisation or trade imbalances, external pressures for loosening state control or reducing states’ ability to respond.

C. *Societal impacts*

The traumatic impact of transition from centrally planned economies to market-oriented ones has generated high expectations of people waiting for a rapid improvement in their economic situation parallel to their gains in democratic rights. Unfortunately economic developments tend to lag behind because of recession, inefficiency and market adaptation. Bankruptcy of large state-owned enterprises combines to push unemployment and underemployment to high levels, further contributing to economic deterioration. This trend can threaten democratic gains by generating political instability. In the Crimea, for example, the difficult economic transition and the massive return of more than 350, 000 people who had earlier been deported by Stalin’s regime have contributed to raise the formal unemployment rate to 54 per cent of the region’s active population. The emerging social instability has also discouraged new foreign investments and the new employment opportunities they unleash. Similarly the peaceful transition from the political regime of apartheid to a democratic and inclusive one in South Africa has not yet yielded decent jobs, appropriate incomes or improved economic conditions for the majority of the black population.

D. *The broader context of response*

Countries experiencing the adverse effects of social and political transitions may call on UN agencies to provide:

- n Political assistance to reach social and political solutions
- n Humanitarian assistance for relief and rehabilitation
- n Development assistance for recovery and reconstruction

Case: Poverty, Inequality and Gender in the CIS

The transition has been a time of social upheaval in the countries of the CIS (former Soviet Union). While an end to rationing and shortages, an increase in the quality and choice of products, and new opportunities for private initiatives have improved living standards for many people across the region, others have suffered severe reductions in their standard of living and some have experienced acute poverty. Despite serious concerns about the quality of income data in many transition economies, social indicators clearly show the stresses of transition.

There has been an increase in the number of poor people. Parallel to the rise in poverty, there has been a marked increase in income inequality. Evidence on the characteristics of the poor in transition reveal that households with many children, headed by single parents, and dependent on transfer incomes, such as pensions, unemployment benefits and other forms of social support, have been particularly affected by poverty. Recipients of social transfers have suffered from the lack of indexation during periods of high inflation, as well as from payment arrears due to the fiscal crisis.³³

The Almaty conference, “Central Asia 2010 Prospects for Economic Growth and Social Development,” organized by UNDP noted the particular direct consequences of transition on women in the Central Asia region.³⁴ Its findings included the following:

- n Poverty was indeed gendered, and the so-called “feminisation of poverty” was particularly acute among female-headed households and elderly women.

³³ Excerpts from the Global Poverty Report 2000 “Central and Eastern Europe, the Baltic States and the CIS.”

³⁴ UNDP Regional Bureau for Europe and the CIS (RBEC), “Central Asia 2010: Prospects for Economic Growth and Social Development.” Almaty, Kazakhstan.

- n Women had curtailed their own consumption and increased their workload to compensate for household income loss.
- n Women tended to be more directly affected by reductions in social welfare spending and public programmes than men.
- n Gains made towards the goal of gender equality were beginning to erode due to shifts in the employment market and reductions in child care, education and retraining programmes.
- n Public expenditure constraints had a direct impact on women's employment and working conditions due to the relatively high representation of women in public-sector occupations.

II. ILO's response

A. Overview of ILO response

ILO has a comparative advantage in addressing some of the major root causes of the problems arising from socio-political transitions. These include social discrimination, exclusion of workers' and employers' organizations, socio-economic vulnerability, inequality and socio-political exclusion, unemployment and underemployment, unequal access to productive resources, and deficiencies in access to basic needs and social protection. The ILO has acted with UN system-wide efforts and on its own initiative to respond to situations of socio-political crisis in Indonesia, Namibia, South Africa, Palestine, and East Timor.

External, particularly multilateral, intervention is not needed in all socio-political transitions. ILO's response is predicated on certain criteria described in Part One of this manual. Whenever a decision is made to respond, it is important to do so in a timely manner at the earliest possible stage. As recent experience has shown, there is a very high risk that a large number of people will be severely affected or further marginalized.

The ultimate aim of ILO response is to strengthen and enhance the economic, social, institutional and political coping mechanisms of societies for them to achieve higher standards of human and social development. While the context of the crisis differs among countries, many similarities also exist. In designing the appropriate response, certain areas of ILO's interest may be highlighted in different stages of the crisis as follows:

- n **Pre-crisis advocacy**, facilitating negotiation through participatory social dialogue
- n **During crisis** rehabilitation assistance to affected communities through an integrated employment and income generation approach
- n **Post-crisis reconstruction** in design, development and implementation of appropriate programmes and related capacity building to support policy development in ILO fields (employment, training, social protection, social dialogue) and promoting the inclusion of International Labour Standards in the new state's constitutional and legal frameworks.

B. *Pre-crisis preparedness and mitigation*

ILO's response can be facilitated by pre-crisis preparatory action, particularly where early warning analysis signals the development of a crisis. The following information collection exercises and preparatory steps may be considered.

- n **Developing a crisis profile** by monitoring political, social, employment and other trends and developments, including UN system response and initiatives, such as Security Council action, elections and monitoring the evolving situation;
- n **Compiling a country profile** by collecting or bringing together data on ILO-relevant concerns and preparing a baseline picture. Seeking, at the same time, to widen and strengthen data collection relevant to the ILO;
- n **Strengthening dialogue and consultation** with available partners, especially within the UN system, ILO's constituents, and NGOs already working in the area³⁵;
- n **Identifying strategic considerations** by selecting the appropriate strategy, approach, intervention points and options;
- n **Undertaking advance technical action** related to possible options for ILO intervention, e.g. preparing packages of emergency employment and training schemes on the basis of available information and previous experience, which can be quickly launched and expanded;

³⁵ Trade Unions in Conflict-affected Countries: Experiences and roles in peace negotiations, social healing, reconstruction and development, Report on a Meeting for Workers' Delegates, ILO, Geneva, June, 1997.

- n **Undertaking advance administrative action** related to possible options for rapid ILO intervention including identifying/pre-selecting mission members, TORs, briefing folders, time tables, back-up staff for in-country operations, regional office/MDT, HQ, report format, project proposals, funding options etc.

C. *Response at the time of crisis*

ILO Needs Assessment: The ILO needs assessment should seek to identify the most critical challenges for an ILO response and take stock of the tools and resources both available and required to address them. ILO staff should try to join the first UN needs assessment and analysis mission so that ILO concerns can be injected into the exercise from the earliest stage. (Please refer to ILO's ***Crisis Response Rapid Needs Assessment Manual*** for more detailed information). The needs assessment may include the following information:

- n Characteristics of the affected/displaced population (age, sex, education, skill; identification of women-headed households, disabled persons etc.);
- n Economic situation, short-term prospects for growth and employment;
- n Damage to physical infrastructure, education and training infrastructure, technical and support facilities;
- n Immediate support needs of ILO Social partners;
- n Institutional framework (national or transitional administration), local authorities, administrative units for coordination, relief/rehabilitation/reconstruction, Donor/NGO/CBO partners
- n ILO-relevant on-going/parallel activities, major types of planned or on-going interventions
- n Capacity building needs including skill training, business training, community-level training, training-of-trainers and service providers

D. *Immediate/short-term response*

In most cases, a two-step approach for ILO cooperation should be considered through immediate/short-term and medium to long-term interventions. The main objectives of short-term interventions are to:

- n facilitate quick access to employment and income by increasing the employability of crisis-affected persons through skills and business training and related support services and by implementing a programme of employment intensive rehabilitation and construction of damaged infrastructure;
- n ensure a smooth interface between humanitarian assistance and self-reliant community-based employment and income-generating programmes;
- n assist and support social partners and civil society towards greater dialogue among groups as a means of reducing social and political tension.

Coordinating with National Programmes – The ILO approach and strategy should be linked closely with those of the national government of the affected country. The national strategy will be developed by leaders of transitional administrations and agreements reached with donors in a multilateral forum. If there is no explicit mention of employment or specific ILO concerns in the national strategy, an effort should be made to prepare a strategy paper for adoption by the relevant authority. Early commitment to critical ILO concerns is important particularly in the medium-term.

Characteristics of ILO response – ILO's immediate response to social and political transitions advocates the following design features in both its own and in the UN family and partner programmes.

- n ***Easy-to-start “entry projects”*** with a duration of 12-18 months. These projects match needs with readily available funding, in consideration of any possible funding and start-up delays. They are flexible in design and implementation modalities;
- n ***Area or community-based approach*** which links beneficiaries, needs and locations, and decentralized implementation arrangements making the maximum use of local personnel and resources;
- n ***Integrated approach*** mixes interventions to target specific beneficiary groups and promote synergy and multiplier effect;

- n **Ownership and sustainability** through:
 - progressive implementation;
 - full participation of local authorities and communities in planning and decision making; where necessary, formation of local employment and economic development associations (LEDAs);
 - capacity building of project partners and beneficiaries;
 - networking with all potential partners/service providers, NGOs, CBOs; sharing information, promoting common approach and standards; promoting complementarity and cooperation with parallel activities.
 - Linkages with medium-term planning and initiatives; the crisis to development continuum.

The following **matrix of problems and responses** may be useful in determining various project elements. Within the framework, ILO focuses on reducing the vulnerability of these three special groups:

Women, especially women heads of households, by:

- n Considering local customs/social barriers to participation;
- n Promoting direct access through step-by-step approach/awareness training/counselling;
- n Conducting special information and recruitment sessions;
- n Considering their time-use, taking account of other tasks;
- n Involving them in planning and decision-making such as in users' committees, project committees, water management;
- n Including them in all training programmes (including basic literacy and numeric training);
- n Designing entry points in infrastructure schemes through culturally acceptable tasks;
- n Promoting both traditional and new roles in micro enterprises;
- n Promoting home-based work and off-time work.

Youth, by:

- n Encouraging their participation in all programmes of training, infrastructure construction, small and micro enterprises;
- n Assisting them to form groups for specific tasks/youth brigades.

Case: Political Transition in East Timor

Following the referendum in East Timor (August, 1999), the socio-political transition has proved to be extremely costly in human terms. The violence displaced more than 75 per cent of the population and destroyed 70 per cent of the utilities, public buildings and private housing. Unemployment or underemployment rose to a staggering 80 per cent as the economy came to a halt.

ILO missions (November and December, 1999) reported a serious shortage of managers, trainers, skilled and technical personnel for rebuilding the economy; inadequate skill training facilities (two training centres destroyed, one in poor condition and only four in reasonable condition); and a huge deficit in training material, equipment and tools. Among the major entry points for recovery and rehabilitation being developed by the UN system, the ILO mission proposed gender-sensitive skill training to be combined with:

- n business training for self-employment and micro enterprise creation, with provision for micro finance, tool kits and business advisory services;
- n registration and counselling through Employment Information and Service Centres;
- n training of trainers and capacity building of training and service providers; and
- n inclusion of training and capacity building components in other rehabilitation and reconstruction programmes.

ILO's recommendation emphasized community participation in design and implementation and active partnership with all associates including training and service providers, local authorities, NGOs, and local employment and economic development networks.

The ILO also managed to second one of its employment specialists to work full time with the UN Transitional Authority (UNTAET).

Disabled persons, by:

- n Promoting their participation in all relevant programmes
- n Advising on where to obtain special physical support (prosthetics)
- n Promoting special training programmes, guidelines and modified tools.

Capacity building measures should be included in all projects, including accelerated skills training, accelerated business training, leadership training, organizational development (for LEDAs), self-registration mechanisms for work and information and referral centres as precursors of employment centres for identifying potential self-employment and wage-employment opportunities etc. Sustainability of project results should be a guiding principle for capacity building initiatives. ILO staff should be able to demonstrate the technical and social feasibility, replicability, sustainability and cost-effectiveness of ILO approaches. Workers should also be informed of their basic rights such the core Human Rights Convention of the ILO.

Institutional arrangements for capacity building may vary according to the degree of adverse effect on government structures. There is also a need for support programme proposals and components from coordinating agencies. Capacity building may be undertaken with:

- n Ministries and agencies dealing with market-based planning and employment programme development;
- n Ministries such as the Departments of Planning and Labour to promote their role in crisis and employment management, reorienting or establishing employment service centres for self and wage employment, active labour market information, international labour standards, social dialogue and social protection;
- n Ministries or departments dealing with public works (orientation to and mainstreaming of the employment intensive approach);
- n Ministry or department of industry (emphasis on small enterprises);
- n Ministries or local government (emphasis on informal sector regulatory framework) etc.;
- n Organization, development and training for LEDAs for implementation partners/service providers (Forum of partners).

Overview of ILO response to socio-political transitions

Needs/problems	ILO response
<p><i>Loss/displacement of population and labour force:</i></p> <p>No earning member in the family</p> <p>Increase in dependency</p> <p>Increase in women-headed households</p> <p>Increase in number of disabled persons</p> <p>Increase in child labour</p>	<p>Income generating projects for able-bodied persons, especially youth.</p> <p>Special projects for women (plus mainstreaming them in all programmes through direct access, information and recruitment action).</p> <p>Special projects for disabled persons (plus including them in all programmes, ILO guidelines and modified tools).</p> <p>Ensuring complementarity with food aid for income support to families to offset child labour.</p>
<p><i>Loss of productive assets:</i></p> <p>Sudden decline or interruption in productive activities</p> <p>Sudden increase in unemployment and underemployment</p> <p>No source of cash income</p> <p>Growth of poor quality informal employment</p>	<p>Self-employment in rural non-farm and urban informal sectors through the promotion of small and micro enterprises based on local needs, resources and skills.</p> <p>Rapid survey to determine opportunities and establish market demand.</p> <p>Related micro credit (institutional facilities, simple procedures, group credit, time release, targeting women, recovery).</p> <p>Institutional facilities for counselling, technical, marketing and extension services.</p> <p>Short skill and business training programmes in response to market demand and identified self-employment and wage employment opportunities.</p>

Needs/problems	ILO response
<p><i>Damage to physical infrastructure including essential life support systems:</i></p> <p>Reduced access to farms and markets</p> <p>Damage to roads and bridges, water sources and supply systems, education, training and health facilities</p> <p>Damage to other essential and centralized services</p>	<p>Employment intensive rehabilitation and construction (combining labour and light equipment) of works items to be selected in consultation with local authorities and communities.</p> <p>Related group formation and training including small contractor training.</p>
<p><i>Damage to social and community support systems and safety nets:</i></p> <p>Damage to coping and survival mechanisms</p> <p>Elimination or downscaling of public funded social protection systems</p> <p>Lack of local level community decision-making</p>	<p>Measures to facilitate organization to promote common concerns such as planning and implementation of infrastructure programmes, small-scale savings and credit schemes, and social protection.</p> <p>Measures to facilitate local organization and decision-making around community resources, e.g. water supply and conservation, environmental protection.</p> <p>Measures to facilitate organization around area/community based activities, e.g. local employment and economic development associations (LEDAs).</p> <p>Complementarity and networking with other partners, especially local authorities, NGOs and CBOs.</p>

Monitoring and evaluation. It is important to clearly demonstrate the impact of short-term projects through the clear setting of realistic goals, time targets, technical targets, physical targets etc. Where possible, beneficiaries should be involved in monitoring and self-evaluation. Evaluation contributes to the development of the medium-term programme.

Funding. Funding options must be explored during the assessment mission. The UN coordination agency or authority may be a source and may be able to mobilize local donor funding for various programme components. Briefing of donors and other potential partners should be arranged, where possible.

Format. Where agreement is reached with the UN coordinating agency or authority for initial funding and ILO implementation, the UN Programme Support document format may be used, especially for projects with several components and where further phases are foreseen in the medium-term. The advantage is that implementation can be immediately started with one component (e.g. capacity building/setting up programme nucleus), while other programme components are being elaborated. The maximum use of national personnel in programme implementation (overall programme responsibility with a national director, programme advisory committee etc.) should be clearly shown, keeping external personnel inputs (mostly short-term) to a minimum. Since all such programmes tend to be large and multi-year, it is important to show that the ILO input is catalytic in nature. The sequencing of programme components and project elements will depend upon their relative importance in the overall strategy. Where Trust Funds are established as a result of international donor appeals, the ILO should endeavour, with the endorsement of the UN coordinator, to secure both advisory and implementation responsibilities in the UN crisis response programme.

Case: Integrated Employment Creation in Cambodia

In Cambodia, the continued political stalemate and strife erupted into widespread and repeated violent civil wars between different political groups for almost two and a half decades. Massive loss of life and forced displacement was accompanied by chronic unemployment, poverty and destitution.

With the return of a fragile peace and establishment of a transitional UN administration, the ILO developed an integrated Employment Generation Programme (EGP) in February-March 1992. The Programme had several mutually-reinforcing components: skill acquisition, micro enterprise creation, employment-intensive infrastructure rehabilitation, creation of self-reliant community structures (LEDAs) and capacity building.

Initially intended to benefit demobilized combatants, the programme adjusted to the changing situation when demobilization was deferred. The target group was broadened to cover returning refugees and internally displaced persons, as well as the resident population which had also suffered from the effects of war. Special

attention was given to the greater participation of women and disabled persons in all programme components.

Considerable effort was devoted to awareness creation, participatory and self-reliant development of communities through the creation of Local Economic Development Associations. The LEDA component of the EGP succeeded in handing over its operations to the Association of Cambodian Local Economic Development Associations (ACLEDA), a registered and self-financing NGO which was formed as a result of its activities and which is today registered and functioning as a Bank for the Poor.

The Labour-based infrastructure programme is still operational in 2001 on a cost-sharing basis between Government, donors and development banks. The programme has evolved rapidly into a USD 80 million project funded by the World Bank and the Asian Development Bank. The vocational education training component has also evolved into a development bank funded programme based on ILO's initial work.

E. Medium/long-term responses

Many cases of socio-political transition will require follow-up assistance in the medium term. It is important to note that employment creation projects cannot be sustained indefinitely without economic growth.

Opportunities for medium-term programmes should consider the unfolding economic scenario and the plans of other organizations. This can be facilitated by review and collection of information from:

- n reports and documents of World and Regional Bank missions and loan projects;
- n EU reports and documents or aid proposals;
- n bilateral aid programmes;
- n parallel programmes from the NGO sector.

Donor agencies, such as the World Bank and the EU, may propose institution-building programmes in ILO fields. These programmes are generally executed through national agencies with the help of technical teams of consultants (long-term and short-term). In such cases, demonstration of the catalytic and capacity building effect of ILO-executed projects is important.

Medium term interventions should:

- n work towards a smooth transition from the crises to self-reliant, community-based and sustainable employment and income-generating programmes as the basis of a stable development process;
- n promote, in association with social partners and civil society, the required capacity building and strengthening of institutions to promote reconciliation and reduce social and political tensions;
- n develop policies and programmes which promote social cohesion and the ILO concept of decent work.

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ANNEX 1:

Sample Rapid Needs Assessment and Project Formulation Mission: Sierra Leone

1. *Background*

The emergence of a fragile peace and well-maintained ceasefire in Sierra Leone provide renewed optimism for post-crisis recovery. The Consolidated Inter-Agency Appeal issued by UNOCHA includes proposals for external assistance towards this end.

In addition to huge loss of life, displacement and forced movement involving a third of the country's population, the prolonged conflict inflicted serious damage on all aspects of economic and social life. Productive activities were disrupted in all sectors, jobs and incomes were lost for a very large number of people, infrastructure damage was enormous and social safety nets were eroded throughout the country.

2. *ILO needs assessment and response formulation*

In this context, the ILO joined the international effort by fielding a needs assessment and programme formulation mission.

Mission objectives

- n assess the impact of the crisis on the social and economic situation and identify needs in various ILO fields, e.g. employment, skill training, micro enterprise development, social protection and social dialogue; and
- n formulate, in consultation with UNDP and other UN system partners, donors and various government agencies including the National Commission for Disarmament, Demobilization and Reintegration, the National Commission for Relief, Rehabilitation and Reconstruction, Ministry of Labour, donors and other potential partners including employers' and workers' organizations and NGOs, specific proposals for ILO intervention, taking due account of gender aspects and existing institutional capacities for inclusion in the CAP.

Main outputs

- n a report summarizing the impact of the crisis in ILO fields;
- n specific proposals for ILO intervention with summary description of project components and cost estimates; and
- n a first phase project document including the work programme for 12 months focusing on capacity building and launching of specific employment and income generating activities and cost estimate.

The mission **identified linkages** with on-going and planned programmes and ensured a coordinated approach.

The mission **discussed its proposals** with the government, UNDP and donors and finalized them, **negotiated funding** and **obtained government approval** to its rapid implementation.

Mission composition (minimum 3 members). The membership should ideally comprise:

- n IFP/CRISIS Specialist - Team Leader
- n Vocational Training Specialist (with experience of developing reintegration programmes)
- n Micro enterprise Development Specialist
- n Employment Promotion or Employment Intensive Works Specialist
- n In addition, specialist in social protection, labour administration and other relevant fields could be included

Mission cost (based on 3.5 weeks with up to 3 weeks in the field and 0.5 weeks to finalize preparations for the launch of project activities.