

**InFocus Programme on
Crisis Response and Reconstruction**

Crisis Response

Rapid Needs Assessment Manual

**Recovery and Reconstruction Department
International Labour Office**

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(First Edition)

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Acronyms

ACC	Administrative Committee on Coordination
ACLEDA	Association of Cambodian Local Economic Development Association
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	InFocus Programme
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 considerable 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 commitment 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 – Retrenched workers, 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:

- regular, periodic and systematic advance collection and analysis of data;
- interpreting data and converting them into operational information relevant to a crisis (forecasting system);

- examination of the data by the concerned organization, evaluation of the proximity of an impending/eventual crisis and monitoring of the process of recovery;

- 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 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.

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 optimizing 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 optimizing the mix of labour and equipment to produce a cost-effective result.

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 assistance. 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:

Exposed population – the total population potentially susceptible to a crisis.

Population at risk – those whose life, property and livelihood are directly threatened by a crisis.

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 socioeconomic 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 is many forms of apprenticeship.

Introduction

Why the ILO is involved in crisis response

In today's world, crises resulting from natural disasters, armed conflicts, financial and economic downturns, and social and political transitions are major obstacles to ILO's goals of decent work, sustainable development and poverty reduction. Crises can destroy development advances built up over decades and set back the prospects of further development for years. Crises disrupt lives and livelihoods, destroy societies and economies, and reduce people's access to basic services. They may also lead to large-scale displacement and abuse of human rights, and can leave a legacy of bitter social and ethnic divisions that can last generations. Invariably, crises are complex in nature. The effects and consequences of crises felt by people are also greater when people live in poverty – where they are economically marginalized, lack access to basic services, and cannot provide adequately for their families – or where the gap between rich and poor is growing. The risks are also high where people feel they have no real political voice, are socially excluded or where human rights are denied or violated. The people most vulnerable to crises remain those who have few social and other resources with which to cope.

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 recently 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.

ILO's InFocus Programme on Crisis Response and Reconstruction (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.

The ILO's comparative advantage

In the above areas, the ILO has a clear comparative advantage over many other organisations involved in crisis response.

As the oldest UN agency, it has amassed a tremendous amount of crisis response related experience from the period following the First World War, during the Great Depression of the 1930s, immediately before and after the Second World War and right through till today. In fact, ILO's continued contributions to peace through promotion of employment and social justice were recognized by the award of the Nobel Peace Prize as far back as 1969.

Since then, ILO has responded to famines in Ethiopia and Sudan, assisted Central American countries in the aftermath of Hurricane Mitch and intervened in Central America, Bosnia and Herzegovina, Croatia, Cambodia and elsewhere to promote a local economic development approach to stimulating local economies and creating employment in crisis-affected countries. At the request of the UN Secretary-General and the relevant local parties, ILO participated directly in the Guatemalan peace negotiations and gained the unique experience of being the only UN specialized agency to play a key role in the Agreement on Identity and Rights of Indigenous Peoples and the Agreement on Socio-economic Matters and the Agrarian Situation. These agreements included several ILO standards and were the principal elements of the country's peace and final settlement signed in December 1996.

ILO has also acquired insights and lessons learnt from its cooperative projects in post-crisis contexts. These include the ACOPAM programme that responded to the 1970's drought in the Sahel, the cooperative component of the PRODERE programme in Central America and grass-roots cooperative development projects developed by the INDISCO programme in conflict-affected communities and "tribal" peoples. In collaboration with other UN organizations, ILO has, in addition, participated in inter-agency missions within the framework of UN system-wide comprehensive response to different crises.

As a result of this long experience, ILO has developed an extensive network of expertise at its headquarters, in the regions and in its country offices and projects. ILO is able to quickly draw directly on this expertise and has learnt well from the monitoring and assessment of its own recent and current operations.

In crisis-related fields, ILO also pursues policy and technical cooperation work, including on-going skills training, SMED and other projects in some crisis-affected-countries in different regions and long-standing and extensive country-level operational activities on employment-intensive investment. It has proven expertise in the reintegration of ex-

combatants, including the preparation of tools and materials for this purpose, and in the field of micro-finance, vital for crisis-affected contexts in terms of reaching and empowering affected groups and providing an ideal entry point for institution building from the grass roots level upwards. ILO was in fact mandated by the Micro credit Summit to organize (jointly with UNHCR) a conference in September 1999 on the role of micro finance in post-crisis situations. The follow-up to this conference has been mainstreamed into the current InFocus Programme.

ILO also has data, tools and research insights to underpin effective action in support of crisis countries and crisis-affected groups and a positive track record – including on-going research, technical cooperation and other promotional activities – on women, gender analysis and gender equality matters, disabled persons and migrants as well as the social and economic integration of these marginalized groups.

Another key factor in ILO's competitive advantage is its tripartite structure and emphasis on social dialogue, which place it uniquely and immediately within civil society and give it access to all the key actors in crisis situations. ILO is seen as a respected and neutral party able to draw back and incorporate all points of view. ILO's core international labour standards also provide a framework for the prevention and resolution of crisis (as happened during the last peace negotiation in Guatemala).

In the Central American subregion, ILO held a series of seminars on social dialogue and conducted other activities involving the tripartite constituents, leading to recognition and praise for its positive and profound impact. Of the various bodies promoted under the different peace agreements in the Central African countries, those supported by the ILO (including the Fundacion del Trabajo in Panama, the Consejo Tripartito in El Salvador and the Comision Tripartita in Guatemala) have been the most lasting and most active. Finally, ILO's capacity to develop social protection – social security and non-statutory social benefit schemes – in the crisis context has been crucial to crisis prevention and for coping with the consequences of crisis.

Objectives and scope of the manual

This **Manual for ILO Rapid Needs Assessment in Crisis and Post-crisis situations** provides a framework to help guide the assessment. The intended users of the manual are IFP Crisis Response and Reconstruction staff, ILO crisis focal persons, other ILO staff and consultants and constituents who may be asked to organize or participate in such needs assessment missions. The use of this manual will help to ensure that information collected is consistent and as complete as possible and relevant to the design of potential ILO programmes for response.

Objectives of manual

This manual is designed to facilitate the assessment process by providing checklists, sectoral questions, and advice on setting up, conducting and reporting on the assessment. *By adapting the guidance presented in this manual, the assessor should be better able to:*

Determine the likely root causes (structural and proximate) of the crisis and the likely levels of vulnerability and risk so that these can also be taken into account in the formulation of ILO's response;

Identify the impact of the crisis on the country and its people;

Take into account the continued impact of earlier crises and the likelihood that more than one type of crisis may have occurred;

Assess the damage to physical and social infrastructure and the adverse effects on productive assets, economic prospects and social developments;

Identify the affected populations, including special target groups (the disabled, youth, minorities, women) and also the effects of the crisis on gender-specific concerns;

Use relevant ILO standards, human rights and other socio-economic rights and assess the capacity of national institutions and groups to maintain them, including civil society support systems;

Identify the capacity of the affected country and its domestic public and private sectors to support civil society and the affected population to cope with the situation;

Assess the capacity of affected communities and local services to implement rehabilitation and reconstruction activities;

Assess the needs for external technical assistance;

Identify the level of response from other UN agencies, international organizations, development banks, donor countries, non-governmental organizations and private organizations, and ILO constituents to the employment and other decent work dimensions;

Determine the appropriateness of ILO response programmes and other activities to address immediate and medium to long-term needs, the implementation mechanisms, and potential partners and co-ordination mechanisms;

Assist in the elaboration of programme inputs to the formulation of UN Consolidated Appeals Process (CAPs) and other such proposals to donors for support for ILO crisis response;

Prepare initial ILO response proposal documents in standard formats.

Outline of manual structure

The contents of this manual are intended to be flexible enough to be used at any stage of a crisis. The assessment mission must identify required basic information and, to do so, should draw on the mission of the InFocus Programme and the guidelines relevant to the situation. Assessments should be planned and implemented bearing in mind the envisaged end results – generally a programme response or alternative intervention – and within the ILO's mandate and goals.

This manual covers:

Part 1 – ILO's Approach to Crisis Response

Part 2 – Crisis Assessment – Planning, Methodology and Information

Part 3 – ILO's Crisis Assessment Mission – Topics and Questions

Part 4 – Assessment Reporting and Follow-up

This manual is part of a compendium of ILO responses to different types of crises. ILO staff should also refer to the complementary document *ILO's Generic Crisis Response Modules*, which contains four stand-alone modules on 4 major types of crises addressed by the IFP/CRISIS:

natural disasters,
financial and economic downturns,
armed conflicts, and
social and political transitions.

Each crisis is covered in terms of the causes, effects, and factors contributing to vulnerability. Responses are described in terms of ILO's coordination with UN and other assistance agencies, as well as specific ILO preparedness and mitigation, immediate/short term and medium/long term responses. It should be kept in mind that each crisis situation may well be a combination of two or more of the above distinct types of crisis.

This manual also contains very useful annexes:

Annex 1: List of Crisis-related websites

Annex 2: Guidelines for Planning Terms of Reference for a Needs Assessment Mission

Annex 3: Sample Project Description in Consolidated

Appeal Process (CAP) Format

Getting started

The starting point for determining an ILO response in a crisis-affected country is the Needs Assessment mission. A Needs Assessment Mission can take place at any stage of the crisis: pre-crisis, during crisis, and post-crisis. This will depend to a great extent on the crisis early warning system in place and the data available. The assessment mission is crucial for collecting relevant data on the nature and impact of the crisis and to determine the likely scope and focus of any ILO intervention.

The decision to provide an assessment mission involves a process of consultation both within the ILO (IFP/CRISIS, Regional Office, MDT, Area Office and Social Partners) as well as consensus on agreed roles and responsibilities for the mission.

The main objectives of assessment missions are: to secure a clear understanding of the range of factors – social, political, economic and environmental – contributing to vulnerability; and to formulate programmes to help people and communities rebuild their livelihoods and find lasting solutions that uphold their rights and dignity.

Information is collected and analysed on the general situation, including causes and impacts of the crisis, sectoral concerns, and capacities and vulnerabilities of special target groups. The mission then identifies, with due consideration to the national and local priorities, and in line with ILO's concerns and mandate, the interventions that are most feasible and likely to make a difference. The responsibility for mobilizing ILO's response is shared between the ILO IFP/CRISIS Programme, the ILO field structures and the ILO headquarters Technical Departments. This work is coordinated by the IFP/CRISIS Programme.

Part 1: ILO's Approach to Crisis Response

1.1 Crisis Contexts

Overview of crises

Crises encompass disasters and complex emergencies which seriously disrupt the functioning of society, causing widespread human, material, environmental or institutional losses which often exceed the ability of the affected society to cope using its own resources. In crisis situations, there is usually a clear and marked deterioration in the coping abilities of a group or community and exceptional activities or external intervention are often required to support their ability to cope. The "pre-crisis" situation is also one to which the community might not wish to return since it may have triggered the crisis. However, if post crisis reconstruction and reintegration efforts address the **root-causes** of the crisis they should not only improve the socio-economic situation of the affected people but also ensure that the pre-crisis situation will not return.

Structural and proximate causes of crisis

Crises rarely emanate from a single cause. They are more frequently the result of a complex interaction of **underlying structural factors** that may reach the crisis stage as a result of a **trigger**, or triggering event, seen as a proximate cause of crisis. In some crises, the effects of the dominant causal factor may be compounded by **downstream effects** or aftershocks, particularly if there are weaknesses in the social, political or economic systems. Such aftershocks may include the results of an uneven burden of the crisis among different social groups, significant loss of employment, or internal displacement of the population. Furthermore, an inadequate or inappropriate response to the immediate crisis may even precipitate additional types of crises.

Different types of crisis situations

In crisis response, it is necessary to understand the origin, history, nature and type of the crisis in order to design appropriate approaches and strategies to deal with them. The range of likely causes of crisis situations is addressed here briefly.

Natural Disasters often arise when there is a sudden-onset of destructive natural force, such as an earthquake, flood, tropical cyclone or drought, which impacts on humans and their environment resulting in loss of lives, infrastructure and employment opportunities. The potential for crisis can develop with the alteration of the environment by human habitation, lack of sufficient mitigation measures and poverty. Slow-onset of disasters, such as those that degrade the environment – drought, deforestation and desertification – are insidious but devastating as their effects build up over time and cause reduction in the quality of life, erode livelihoods and can contribute to other types of crisis.

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, commodities and raw materials, the heavy burden of external debt, and restricted options of the state in correcting the imbalances. When combined, in particular with the effects of social and political transitions as described above, tensions can even lead to social and armed conflicts. Conditions of poverty and inequality may not create a crisis by themselves but can set the stage for triggering events. A crisis may be triggered, for example, by a perception of increased risk by external investors causing a sudden and massive outflow of capital.

Armed conflicts often result from a combination of political, cultural and socio-economic tensions and triggering events. Armed conflicts may arise from a struggle for independence, freedom, equality, development, or over the control of scarce natural resources which may have been damaged by mismanagement of the natural environment or overpopulation. Such conflicts may be fuelled by greed in securing control over scarce and valuable resources or grievances on the part of one or more groups in society. Weak governance can also be a contributing factor. Armed conflicts can therefore be described as complex political emergencies.

Difficult social and political transitions can occur as a result of 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 lack of appropriate legal frameworks and institutions, reluctance to accept ILO basic human rights conventions, by recession, inefficiency, bankruptcy, lack of foreign investment, and unemployment. Factors contributing to crisis may include tensions with or between religious, ethnic, trade union or political groups or weaknesses of dominant political parties. The often-slow rates of improvement in social, political and economic situations may cause social unrest as well as an increase in crime and general insecurity. Countries in socio-political transition may not always fall into crisis but rather exist in a situation of prolonged political instability. A triggering event, such as real or perceived threats to minority groups, can lead to violence and civil conflict.

1.2 Key Issues

The primary concern of the ILO is to promote opportunities for women and men to obtain decent and productive work, in conditions of freedom, equity, security and human dignity. The **Decent Work** agenda set by ILO is a rights-based approach with a broad development objective. It integrates economic and social concerns and is the synthesis of four strategic objectives: fundamental principles and rights at work; the creation of

employment and income opportunities for women and men; social protection; and social dialogue. Post-crisis reconstruction, rehabilitation and reintegration processes provide a window of opportunity for bringing about social justice, addressing gender inequalities, decreasing vulnerabilities and ensuring sustainable security. To restore dignity to the lives of crisis-affected people, **Decent work** is essential.

Major concerns

The ILO approach to the framework of response is to fully understand and consider the following **six major areas of concern within ILO's mandate**:

🕯 **Human rights** (Fundamental ILO principles, social justice, rights and tripartite approach)

🕯 **The macro and micro economic situation** (shrinking or expanding economy, price trends, poverty levels, trends in foreign trade, foreign capital inflow and payments)

🕯 **The labour market situation** (unemployment and underemployment and the demand and supply of different types of labour; training capacity and needs and labour market policies and information)

🕯 **The socio-cultural and political context** (especially considering security, gender concerns, vulnerability, social exclusion and key target groups)

🕯 **Social dialogue mechanisms** (especially the role of the ILO social partners and the scope for reconciliation and peace, employment creation)

🕯 **Social protection** (assessing both modern and traditional, national and community-based systems, their security and their potential)

It is useful for the assessor to initially note all relevant facts and information available on the six major areas of concern as this will ensure a broad picture of the crisis situation and set a framework within which an ILO programme can be outlined and then further developed.

Collaboration and partnership – international and local

Governments and the other ILO constituents – workers and employers – facing crisis situations may transmit or submit requests for international assistance to organize and support a crisis response. To respond to these requests, ILO works closely with the UN family, with the development banks, with numerous public and private sector agencies, and with its constituents. Programme decisions must be made quickly while taking full advantage of obvious opportunities to build on local capacities and to work with local institutions in fulfilment of the set objectives.

Crises present a challenge to those who respond to mitigate their effects. Most crises unfold over time with many secondary effects and their evolution is not always predictable. An appropriate response is possible only when based on an understanding of the complex relationships of the crisis itself within a society and consequent changes. ILO's crisis assistance should minimize suffering, foster self-sufficiency and enhance recovery. ILO's interventions aim to support the beneficiaries' own efforts to sustain themselves and enhance their own capacity to maintain their way of life. ILO's goal is to blend interventions with the beneficiaries' own resources and coping abilities and strengthen them in the process.

1.3 The ILO assessment strategy

Since assessment is the initial step in designing ILO programmes and responses, the assessor should keep the following in mind:

Make employment central – Concern should be given to saving existing jobs, as well as to creating new ones. The ILO also has a key role to play in promoting the revival of economic activities, strengthening employment services and in promoting labour-intensive technologies, local economic development, small-scale enterprises and micro-finance programmes.

Ensure a rapid response – The strategies and activities selected for the first phase of implementation have to be capable of being implemented quickly. The Needs Assessment Mission (NAM) has to identify what can be included in the first phase, based on the need to respond rapidly and initially with limited resources available, as well as plan for medium to long-term interventions. Activating or reactivating employment service arrangements also needs to be at the forefront of the response.

Link relief to development – In all phases of crisis response, ILO applies principles that link relief with development avoiding “the gap” between them that has proven to be problematic in the past. Employment and related social and economic concerns are relevant at all stages of the crisis and recovery process and should start right at the relief phase.

Strengthen local communities – The coping strategies of communities need support through community participation, planning, prioritising and the capacity building of local institutions and businesses to achieve full local economic development.

Include special target groups – ILO experience has shown that programmes should be inclusive so as to facilitate social reintegration rather than focussing exclusively on individual groups such as women, the disabled, refugees and demobilized soldiers. However, in some cases specific project components might be necessary in order to insure that the very special needs of specific groups are met as a priority.

Integrate programme components – It is essential for example to link training and micro finance with opportunities being created for productive employment. Employment services must be fully integrated into both labour market demands and training.

Protect social security funds – Social security and pension funds can often be vulnerable to plundering in extensive crisis situations. The ILO assessment should report and advise on the “security” of such funds and funds records.

Build on successful ILO model programmes – The ILO now has an impressive track record of successful and comprehensive crisis response programmes developed over the past 20 years. Particular mention is made here of the ILO work in Guatemala and El Salvador (Central America), the Philippines and Cambodia (Asia), and the Democratic Republic of the Congo, Uganda and Sierra Leone (Africa).

1.4 Elaborating an ILO response

An ILO response programme needs to be elaborated within the framework of the key issues and approaches outlined in Sections 1.2 and 1.3 and the principles of the “Decent Work” agenda.

Wherever appropriate, employment and income generation should form the core of the response. To achieve this, it is often useful to start with the reactivation of employment service facilities to inter-connect employment supply and demand. The types of employment and income generation programmes and activities will then logically emerge from the needs assessment and the labour market information. Employment targeting, through employment mapping geographically, demographically and on the basis of poverty data is most helpful.

ILO employment and income generation programmes are also likely to involve programmes targeting a range of skill profiles, from unskilled and illiterate workers who may only be able to find work in labour-based infrastructure rehabilitation programmes, to partly skilled workers who wish to upgrade their skills for labour employment opportunities, to skilled or semi-skilled workers who need entrepreneurship training and access to micro-finance to establish small businesses.

For community focused income generation support, the ILO’s Local Economic Development Approach (LEDA) is particularly effective especially as its formation can cut across factional divides and start to rebuild genuine community stability. A “menu”

of possible response options is outlined in Section 4.3. A typical ILO response programme may comprise either a composite SPROUT document or a series of independent but linked components such as employment services, twinning arrangements with social partners in a “support” country, labour administration, labour law and industrial relations support (LALLIR), labour-based infrastructure works, skills for a better future, LEDA development, social finance activities or vocational rehabilitation support.

In some crisis situations it is essential to “tie” the employment and income generation components to parallel actions protecting basic human rights, reforming the labour code and facilitating the adoption of ILO Conventions, recognizing the rights of workers’ and employers’ organizations and setting in motion steps for a more realistic programme of social protection.

Part 2: Crisis Assessment – Planning, Methodology and Information

This part of the manual discusses some of the assessment basics: types of assessments, rapid assessment methodology, information sources and suggestions for setting up the assessment.

2.1 The Nature of Assessments

Assessments should be thought of as “snapshots in time” supported by relevant available historical data. The information collected may easily change rapidly or the significance of the information may also change: thus conclusions and recommendations may quickly become obsolete. An initial assessment should therefore endeavour to put into place a system of ongoing data collection and analysis that can be added to and monitored in later assessments. The initial assessment should also strive to collect information that feeds efficiently and directly into the programme planning process. During the assessment it is essential to establish key contacts and initiate or strengthen networking. Crisis assessments (whether rapid or not) can be both general and sector-specific. In the case of ILO assessments, both types are combined as needed.

The purpose of the Rapid Needs Assessment (RNA) is to:

- assess the overall impact of a crisis on employment, human rights, social and labour conditions and other ILO concerns;

- review particular sectors, regions, groups, most impacted by the crisis;

- analyse the socio-economic and other implications of the crisis and impact on all

- vulnerable groups including gender dimensions of such impact;

- determine whether or not the timing is right for an ILO response;

- formulate appropriate recommendations, prioritise interventions and prepare

- programme proposals for an ILO response;

- facilitate the inclusion of the “Employment Dimension” in the overall international and local crisis response programmes;

- generate ILO’s inputs in the Consolidated Appeals Process (CAP) of UN, and other donor appeals as appropriate.

The findings of the RNA can either be used to pave the way for more intensive investigations in the future or they can lead directly to project formulation. The findings can affect the allocation of resources, directing them to where the needs are greatest.

In preparing the assessment it is important to be aware of possible defects and weaknesses of data. Note that crises lead to very different positions and views of different

social and economic groups (poor, workers/employers, farmers, etc.) and of different ethnic groups. It is important therefore to get a spectrum of views. The positions and views of external actors, including relevant diaspora, should also be carefully assessed.

2.2 Initial desk assessment

Before undertaking the actual Rapid Needs Assessment Field Mission, every effort must be made to collect relevant information on the country, its population, the pre-crisis situation and the likely causes and effects of the actual crisis. A wealth of published information probably exists on the area and population of concern and this may be collected and included in a “briefing” packet or diskette for assessors prior to their departure for a field assessment mission. In addition to the sources mentioned below, a quick search on the Internet will invariably yield even more useful information. (See Annex 1 for a list of crisis websites related to Crisis Monitoring, Early Warning, and Analysis.) Contact with the diaspora from that country is also useful since they often possess considerably more up-to-date information about the country.

When using secondary data, it is important to take note of coverage, when the data were collected and by whom. Especially for countries in protracted conflict, demographic information may not have been collected since the onset of the conflict and may have become unreliable in the years preceding the crisis. As a result of the crisis, population characteristics may have changed significantly. For example, the number of female-headed households may have increased substantially if many men were killed during conflict. If government data is out of date, the mission should try to gather survey data from UN organizations or NGOs that have been operating in the area either during the crisis or in the post-crisis period. Pre-trip briefings should also be arranged to give team members a general understanding of the situation, including political and economic factors, crisis conditions, the kind of assistance other organizations are providing, untapped resources, agency perspectives, attitudes toward various political groups/factions and the potential for continued or increased assistance in the future.

Key sources of desk assessment data

Sources of baseline data	
<ul style="list-style-type: none"> 📍 ILO departments, programmes and colleagues 📍 UN agencies (e.g. UNHCR, UNESCO, UNICEF, UNDP, WFP, World Bank, ILO, UN Regional Economic Commissions) 📍 International organizations (such as the International Organization for Migration (IOM), the International Committee of the Red Cross (ICRC), and the International Federation of Red Cross and Red Crescent Societies (IFRC)) 📍 Government census/survey and other data from statistical agency. 📍 Relevant government ministries (e.g. Ministry of Health Labour, Ministry of Education, Planning), workers’ and employers’ organizations 📍 Local NGOs, universities and research institutions, specialists 	<ul style="list-style-type: none"> 📍 International Organisation of Employers 📍 International Trade Unions 📍 Human Rights NGOs focusing on specific issues (e.g. Human Rights Watch, Coalition to Ban Land Mines) 📍 Country profiles, such as those provided by: <ul style="list-style-type: none"> • Transparency International • UNHCR • World Bank • ReliefWeb country backgrounds • CIA World Factbook • The Economist Intelligence Unit • Searchenginecolossus.com 📍 Embassies and potential donors 📍 General web search (See Annex 1)

2.3 Rapid Needs Field Assessment methodology

Rapid Needs Field Assessments (RNFAs) are the second step in designing appropriate ILO programmes and responses to crises. RNFAs should be conducted after the compilation of a General Crisis Situation Assessment desk study by the ILO, which identifies key documents, key websites, key contacts and the preliminary understanding of the crises and any recent or current ILO in-country programmes. Rapid Needs Assessments can use several methods concurrently to achieve an understanding of a crisis situation and its context. They are ideally conducted during a critical stage or opportune period in a crisis or in the immediate aftermath of a crisis and must be completed in a short span of time, usually within two to three weeks.

Rapid Needs Field Assessment (RNFA) methodology must be flexible and adaptable to each type of situation. Rapid Needs Field Assessment methods fall in between strictly qualitative informal methods and quantitative formal methods. The RNFA generally focuses on observing and interviewing small groups of individuals and collecting reliable second-hand information and data. It is not usually possible to employ scientific sampling methods, use control groups or engage in the intensive long-term participant observation that characterizes fieldwork in stable contexts. In some crisis cases, for example, it may be difficult or impossible to interview the same individual twice. However, where available, researchers locally present who do conduct such fieldwork should be consulted.

Commonly used Rapid Needs Field Assessment methods and sources include key informant interviews, discussions, consultations, group and individual interviews, direct observation, in-depth interviews, surveys or questionnaires, and secondary information. Each method is appropriate in particular situations and each has distinct advantages and limitations.

Key informant interviews – Interviews are conducted with individuals selected for their knowledge of the crisis causes and effects and to reflect diverse views. The interviews are generally qualitative, in-depth and semi-structured. Interviewing guides may be used but questions are generally framed during the interview using subtle probing techniques. These interviews help to focus the assessment in terms of both locations and topics to be further examined. The choice of informant obviously affects outcome.

Discussions and consultations – Individuals and organizations familiar with the details of the crisis in the area may be engaged through personal or group interviews in either formal or informal settings. Participants in the interviews may include government agencies, UN agencies, international organizations, NGOs, civil society organizations, trade unions, local Chambers of Commerce, religious groups, charitable associations, politicians, employers, workers, consultants, appointed administrators and managers. Information gathered may include perspectives on needs, living conditions, wages, schedules and work experiences and other activities involving the affected population. Special efforts should be made to seek the views of the ILO constituents in the country.

Focus Group interviews – Interviews with specific groups such as women, laid-off workers, internally and externally displaced persons, disabled persons, children or youth may be helpful. The focus group method is useful where 8-12 participants discuss issues and experiences with the help of a moderator who stimulates and focuses the discussion and ensures that all contribute. Community interviews may take place at public meetings open to all community members. The interviewer might preside over the meeting with a prepared interview guide. In both focus group and community interviews, key points of the discussions may be recorded during the sessions, if

appropriate. Special attention should be given to the role and neutrality of the moderator. The situation might not be open for everybody to speak, due to the cultural/political setting.

In-depth interviews can be undertaken with persons from the likely target groups in order to deepen our understanding of the root-causes and needs. Initial ideas on possible forms of assistance can be enriched by discussing them in this way. These interviews can take place as a follow-up on the group interviews or separately. In politically sensitive situations, or for hearing the voice of those affected groups that are unable to effectively participate for various reasons, this method is essential. In this case, anonymity of the informant should be assured and “leading questions” should be avoided. These interviews are completely unstructured and are best held in a place known and comfortable to the informant.

Mapping and photographs – Approximate drawings, or preferably maps are made of the area under investigation, showing its major physical, infrastructure and communications (access) features, layout and the relative locations of the affected people within it. Where known, the operational status of key infrastructure should be noted (power, water and sanitation, school and health clinics, basic shelter). Whenever possible this data should be supported by photographs or video records.

Direct Observation – Teams or individual observers record what they see and hear at crisis sites. The assessment mission may observe, for example, situations on the shop floor, the employment exchanges, affected populations, host populations, physical surroundings and ongoing activities, processes or discussions. Assessors are encouraged to meet affected groups during local “social hours”. This information can then be analysed to report on living conditions, needs and prospects.

Surveys and Questionnaires – *Short questionnaires or mini-surveys may be carried out with 25 to 50 individuals using, where necessary, crude sampling techniques and will provide data that can be collected and analysed quickly. These tools are useful in various settings to obtain information or to crosscheck the information obtained through interviews. They are also used for collecting information on a broader scale, for example, via specific networks or when administered through larger organizations such as employers’ associations, workers’ organizations and community groups.*

Secondary information – Secondary sources, such as information collected by other agencies, information available on the internet, national disaster or crisis profiles, newspapers, and reports, provide background knowledge and help to focus the assessment. Often this information is updated regularly and the assessor can also request placement on existing “mailing lists”.

Guidelines on collecting information in the field

When arriving in the field, the assessor will face large numbers of information providers and vast quantities of data. Information overload can be a problem in assessments, thus assessors need a system of organization. The assessor will be responsible for cross-checking references and conferring with experts and other agencies in the analysis.

Be wary of numbers and indicators – Numbers given in a post-crisis situation are often estimates and sources should always be crosschecked. Indicators are useful to monitor changes but the indicators themselves may be misleading, because, for example, the data may be faulty. It is important to always bear in mind that some important impacts of crises, such as social capital – loss of social structures, social cohesion, social support systems and trust, cannot be measured in numerical or monetary terms.

Distinguish between emergency and chronic needs – In order to identify the impact of the crisis, the assessor must differentiate between what is normal for a location

(pre-crisis) and what is occurring as a result of the crisis. Both types of needs assessment are important but may require different programmatic approaches. A related issue is the disentangling of continued impact of past crises (as illustrated, for example, in Mozambique) that should be taken into account.

Use disaggregated data – People have different needs depending on their gender, age, and family status. A profile of the affected population should indicate whether they are disproportionately old, young, female, etc. and whether cultural factors such as ethnicity and religion will play an important role in provision of assistance.

Identify local solutions and resources – To provide sustainable inputs and avoid dependency on aid seek local solutions. Find out what the people can do for themselves or provide locally and what their proposed solutions are. Identify what national and community structures exist and the NGO coverage which can be used for rapid delivery?

Try to find out about what you do not see -Vulnerable groups may not be visible in a crisis and must be sought out through community networks and use of participatory methods. In order to avoid “road bias” it may be necessary to move away from main traffic and population areas to obtain a better balanced perspective on the problems.

Listen to those “with no voices” minority groups, women, child soldiers, for example, might have no right to speak due to the political situation or cultural context, or you will simply not meet them during the meetings scheduled for you. Great efforts should therefore be made to find them and to hear what they have to say. Even in conflict contexts where “you cannot go to that region due to security problems,” it is almost always possible to meet people who originate from there and who know what is going on. Meetings and contacts of this kind are mostly informal but extremely important.

Key sources of in-country information

<input checked="" type="checkbox"/> National Government structures	<input checked="" type="checkbox"/> UNDAC (Disaster Assessment and Coordination Team)
<input checked="" type="checkbox"/> Regional or local authorities	<input checked="" type="checkbox"/> Bilateral Agencies
<input checked="" type="checkbox"/> International and regional development banks	<input checked="" type="checkbox"/> Embassies
<input checked="" type="checkbox"/> UN Coordinator for Humanitarian Assistance	<input checked="" type="checkbox"/> Universities, Research Institutes
<input checked="" type="checkbox"/> Staff of ILO, UNHCR, UNDP, UNICEF, OCHA, WFP, IOM, WHO in the country	<input checked="" type="checkbox"/> Affected people, representatives of the affected groups and minorities
<input checked="" type="checkbox"/> Other international organizations	<input checked="" type="checkbox"/> Media
<input checked="" type="checkbox"/> UN Peace Keeping Team	<input checked="" type="checkbox"/> Libraries
<input checked="" type="checkbox"/> Community groups and organizations	<input checked="" type="checkbox"/> NGOs
<input checked="" type="checkbox"/> Employers’ Associations	<input checked="" type="checkbox"/> Religious organizations
<input checked="" type="checkbox"/> Trade Unions	

2.4 Organizing the Assessment

Requests for ILO’s assessment can come from various sources: locally, from the ILO field offices and MDTs, constituents or other structures; from ILO headquarters’ senior management; and also from the IFP/CRISIS team that has evaluated the timeliness and need for such assessment.

In all types of assessment, the first action is the preparation for the assessment and identification of the members of the mission team. Clear Terms of Reference, information sources and resources to carry out the assessment should be made available. The decision to proceed with the assessment should be made jointly by IFP/CRISIS, the Regional Office, the MDT and the Area Office. A joint approach and joint commitment in principle is needed in advance by all parties.

Checklist for RNFA organization

☒ Secure commitment from Regional Office, MDT and Area Office.	
☒ Plan and prepare the assessment strategy and assessment methods in advance.	
☒ Ensure that the Terms of Reference (TOR) reflect the assessment strategy and define all parameters and activities.	
☒ Be familiar with the expertise, crisis experience and sensitivity of members of the team to undertake the mission.	
☒ Determine in-country programme times and places and key contacts.	
☒ Prepare an external collaboration contract for the external consultants being hired.	
☒ Check with UN Security Coordinator for security clearance for mission.	
☒ Ensure team is well equipped with safety equipment, digital camera (video camera also if possible) and telephones.	
☒ Nominate report coordinator and set report format and deadlines.	
☒ Monitor the evolving crisis situation and alter your plan accordingly.	
☒ Show crisis sensitivity and flexibility while assessing in a fluid situation which may be volatile as well.	

The Terms of Reference for RNA

The terms of reference must contain some basic background information on the situation and the objectives of the assessment. It should inform those undertaking the assessment of what is expected of them in terms of data to be collected, basic administrative structures in place to facilitate their travel and immigration procedures (visas) where required, support available to local staff or constituents and linkages with the ILO field structure and other UN and other missions and programmes. It should state appropriate reporting protocols, a timeline and a schedule of expected results from the assessment mission. If the assessment is a team effort, team members' roles should be made clear from the outset of the mission. (See Annex 2 for TOR for RNAs.)

Part 3: ILO Crisis Assessment

Mission – Topics and Questions

The aim of this section, the main section of the manual, is to assist the ILO assessment mission to collect and organize relevant and important information for the assessment. The assessor is prompted to find answers to key questions considered necessary for understanding the local situation and assessing the impacts of a crisis. It is important that the assessment mission use this general framework for information gathering whether they participate in an assessment or are responsible for designing or implementing ILO's response to the crisis.

The following RNA matrix provides a general overview of the topics contained in this section. Each topic or section is prefaced with a brief explanation of the importance of the information topic for the assessment, and in particular for ILO programme planning.

RNA matrix

3.1	General Situation Assessment	Notes
A	Causes of the crisis	
B	Affected Areas/Communities	

C	Affected People	
D	Gender Issues and Socio-cultural Issues	
E	Structural Damage	
F	Economic Situation	
G	Human Rights and Political Context and Political Climate	
H	Social and Education System	
I	Legal and Administrative Framework	
J	International Assistance Programmes	
K	Potential ILO Partners	
L	Other Special/Critical Features of the Situation (not covered above)	
3.2 Capacity Assessment of Constituents, Partners and Others		
A	Institutional Capacity Profiles	
3.3 Sectoral Assessments for ILO Programme Planning		
A	Labour Market and Employment	
B	Employment Services	
C	Social Protection	
D	Vocational Training	
E	Social Dialogue	
F	SMEs and Business Development Services	
G	Micro-finance	
H	Local Economic Development Approach	
I	Employment Intensive Investment Programmes	
J	Standards	
3.4 Special Vulnerable Groups		
A	Ex-Combatants, including Child Soldiers	
B	Female Headed Households	
C	People with disabilities	
D	Refugees and Internally Displaced Peoples (IDPs)	
E	Returned Economic Migrants	
F	Returned Refugees	
G	Unemployed	
H	Youth	
I	Remainees	

3.1 General Situation

3.1.A Determining causes of the Crisis

A good understanding of the causes of a crisis is necessary for an appropriate crisis response. Causes are generally multiple, where political, social, cultural and economic factors play key roles, thus action on one front alone is not likely to work. For example, political solutions may not end the violence where engaging in conflict is more profitable than engaging in legitimate employment. The long-term success of the response depends on the degree to which programmes are designed to address the root causes and triggering events, necessitating coordination among actors to address the multiple causes.

Objective: To analyse the structural and proximate root causes of the crisis in order to plan an effective ILO response in coordination with other actors.

	Key Questions	Notes
(i)	What is the nature and complexity of the crisis?	
(ii)	When did the crisis begin?	
(iii)	What is the experience of the country in previous similar situations?	
(iv)	What are the structural and historical causes?	
(v)	What are the proximate causes and triggering events?	
(vi)	List programmes developed by the government or assistance agencies to promote: <ul style="list-style-type: none"> • economic growth, • employment, • good governance, • social facilities, • equal access among groups, and • resolution of the crisis. 	
(vii)	Are these programmes effective and adequate?	
(viii)	Do they address root causes?	

3.1.B Defining affected areas/communities

The identification and prioritisation of the crisis-affected area(s) in terms of impact will promote wise use of resources and determine where ILO should focus its efforts. It may be that the same areas are repeatedly affected and people and the environment may be unable to fully recover from one crisis before the next. This might be due to widespread poverty, low levels of public confidence in the economy, high risk of natural disasters, scarcity of natural resources or insecurity in relation to ongoing conflict. In general, ILO promotes an area-based or community-based approach for programme implementation in order to address the needs of **all** affected people, without discrimination.

Objective: To identify the geographical impact of the crisis and areas for ILO's potential

focus.

	Key Questions	Notes
(i)	What is the scope of the problem on a national level?	
(ii)	Which area(s) or communities sustained the greatest impact?	
(iii)	What terms describe the impact?	
(iv)	What are the possible problems with using these measurements?	
(v)	What is the impact at the regional, provincial and village levels?	
(vi)	Are basic services functioning?	
(vii)	Does the impact vary between urban and rural areas?	
(viii)	Are there substantive differences in regions?	
(ix)	Are the affected areas particularly vulnerable to crisis? If so why?	
(x)	Are the areas accessible?	
(xi)	What are the barriers and risks for programming?	
(xii)	What are the political, social and cultural issues in terms of root causes?	

3.1.C Identifying affected people

After the affected areas have been determined, assessment teams must estimate numbers of people who have been affected and to what degree. In some cases, people may have migrated from the affected areas and can be classified as internally displaced persons (IDPs), refugees or economic migrants. In the case of economic crises, there may be migration of laid-off workers to rural areas and to work in the informal sector. Some people may be in the process of moving or may be in hiding. The assessment team members should endeavour to locate and interview key groups and categories of affected people to the extent possible to develop an accurate picture of who the people are in terms of social groups, gender, age and family status. Their physical conditions should be noted, as well as what they have lost and what resources they have. This information is vital as a basis for determining their relative needs and will facilitate the development of a more accurate and coordinated appeal for assistance.

Objective: To identify the affected people in terms of social group, gender, age and family status, their locations, physical conditions, and losses and resources.

	Key Questions	Notes
(i)	What is the estimated number of people affected?	
(ii)	Who are the affected people, in terms of geographical or historical origins, ethnicity	

	Key Questions	Notes
	and/or identity groups?	
(iii)	Profile each of the affected groups	
(iv)	What losses have they sustained?	
(v)	Is the population likely to sustain more losses?	
(vi)	What resources have they retained?	
(vii)	What are the mortality and morbidity rates, malnutrition rates, and types of injuries and illnesses?	
(viii)	Have people been internally displaced?	
(ix)	What are their locations and numbers?	
(x)	Have people become refugees?	
(xi)	If so, what are their locations and numbers?	
(xii)	How long have they been staying there?	
(xiii)	What are their current activities?	
(xiv)	Have people moved from urban to rural areas or vice versa?	
(xv)	What are the numbers of these migrants?	
(xvi)	Is the displacement likely to be temporary or longer term?	
(xvii)	Are more people likely to move?	
(xviii)	Is there a shift from formal to informal sector and/or urban to rural areas already in economic crises?	
(xix)	Are the affected people worse off than the general population?	

3.1.D Identifying gender issues

Gender Analysis is a tool that seeks to understand gender relations, identities and the needs of the target community. Gender analysis takes into account the division of labour, access to and control over resources and composition of decision-making structures. Demographic changes, disruption of the economy and labour markets, and other changes brought about through crises have implications for both sexes and the structure of the gender roles during and after the crisis. The gender differential in the impact of crises warrants serious consideration in the development of programmes such as skills

training and employment promotion. These programmes will constitute an integral part of a comprehensive strategy for other programmes such as reintegration, reconstruction and peace building. Labour market information systems, institutions and legal and regulatory frameworks are key areas where progress can be made and where gender sensitivity can be increased.

Objective: To form an accurate picture of gender roles both pre- and post crisis to highlight the effects of the crisis.

	Key Questions	Notes
(i)	<p>What are the demographic changes as a result of the crisis, including:</p> <ul style="list-style-type: none"> • Changes in adult male population? • Changes in female-headed households? • Numbers of child-headed households 	
(ii)	<p>For female-headed households, have the following factors changed?</p> <ul style="list-style-type: none"> • Land and labour arrangements • Access to livelihoods and social resources without male partner • Dependency ratios 	
(iii)	<p>What is the result for women of changes in community / traditional support mechanisms?</p>	
(iv)	<p>How many women are remainees, refugees or internally displaced?</p>	
(v)	<p>What are the consequences of the crisis on health including:</p> <ul style="list-style-type: none"> • access to public health services, reproductive services, and psychosocial programmes and trauma treatments • increases in women's time needed to look after disabled family members • presence of landmines and other physical threats 	
(vi)	<p>Describe the potential consequences of the changes.</p>	
(vii)	<p>What are the estimates of numbers of people who are victims of rape and sexual violence?</p>	

	Key Questions	Notes
(viii)	Identify the gender issues in: <ul style="list-style-type: none"> • emergency relief programmes^s • the peace negotiations and agreements or reconstruction planning^g • demobilization and reintegrationⁿ • the labour market • legal and institutional frameworks 	
(ix)	What other variables are interrelated with gender as issues in crisis situations?	
(x)	Have any changes occurred in gender identities that may pose problems in reintegration and future domestic life?	
(xi)	What are the possible positive (empowering) and negative consequences of these situations?	
(xii)	Is the loss of income, jobs and productive assets the same for women and men?	

3.1.E Assessing structural damage

Physical damage to structures and utilities may impede crisis response and longer-term recovery programmes. In addition to the basic needs for shelter, water and sanitation, infrastructure is also needed to support employment and livelihoods. In some countries, the condition of structures and public facilities may have been poor prior to the crisis or construction codes may not have been enforced, leading to more extensive structural damage. In many countries the loss of shelter is also the loss of income, where there are cottage-based industries.

Objective: To assess the scope of and short and long term effects of damage to infrastructure and critical facilities.

Overview

	Key Questions	Notes
(i)	What was the pre-crisis condition of the infrastructure?	
(ii)	How was it damaged during the crisis?	
(iii)	What factors contributed to the effects of the damage?	
(iv)	How is the damage impeding response to the crisis?	
(v)	How might it impede reconstruction?	

Shelter

	Key Questions	Notes
(i)	Describe the damage to private and public buildings in the affected area.	
(ii)	What types of housing were damaged/destroyed?	
(iii)	How many buildings (private and public) were damaged or destroyed?	
(iv)	How many people/families are in need of shelter?	
(v)	Are they located at home, or in temporary shelters or in camps?	
(vi)	Why is the shelter important?	
(vii)	Are there obstacles that prevent people from meeting their own needs, both for temporary and permanent shelter?	
(viii)	Have solutions been proposed locally?	
(ix)	What actions are being undertaken outside the communities to support their efforts and provide shelter?	
(x)	What suitable local materials are available for improved shelter reconstruction?	
(xi)	Are alternative design needed (e.g. earthquake factors or elevated floor levels)?	

Water/Sanitation

	Key Questions	Notes
(i)	Describe water problems.	
(ii)	What is the quality of water for personal use?	
(iii)	Is the water being treated/boiled?	
(iv)	How much is available per person per day?	
(v)	Is there safe and easy access to water for women?	
(vi)	Describe the sanitation problems.	
(vii)	What were the pre-crisis standards for wat/san?	

	Key Questions	Notes
(viii)	What is being done about the problems?	
(ix)	Are there qualified technical people to assist?	
(x)	Is there an education campaign to prevent communicable diseases?	

Infrastructure/Logistics

	Key Questions	Notes
(i)	Describe damage to infrastructure.	
(ii)	Is damage posing problems of access to the affected people?	
(iii)	What actions are being undertaken to cope with the situation sector by sector?	
(iv)	What logistic support, equipment and facilities are available and undamaged?	
(v)	What repair or reconstruction is needed?	
(vi)	Should infrastructure be relocated?	
(vii)	Should infrastructure be redesigned, moved to other areas or deconstructed?	
(viii)	What are the implications of the damage for employment and livelihoods of population?	
(ix)	Make a quick list of infrastructure which can and should be rehabilitated or reconstructed using employment-intensive methods.	
(x)	Identify likely type of telephone/ communication arrangements needed by an ILO technical team involved in reconstruction.	

3.1.F Economic situation

The production and distribution of goods and services are severely affected by the non-availability of power and water supply, communications and transport and can thus result in huge financial losses for manufacturing and commercial concerns, even though their own structures and equipment may not have suffered direct damage. This can result in widespread unemployment and inflation. Where safety nets are insufficient, the impact of the crisis is likely to be severe, particularly for the poor unless basic infrastructure is quickly restored.

Key concerns for ILO include the effects on productive assets and the labour market. Rates of employment, unemployment and underemployment are important indicators of the effects of the crisis on the economy and the prospects for recovery. People may find temporary employment with relief agencies but long-term prospects may be seriously affected. Where exact figures are not available in the post-crisis setting, estimates of severity may be made, for example, by noting the numbers of people who applied for job openings. Also note that the impact of natural disasters, conflicts, sudden social or political transitions and, even economic crises can vary considerably in the immediate aftermath and over a longer period.

Objective: To determine the effects of the crisis on productive assets, the labour market and employment situation and implications for future economic activities.

	Key Questions	Notes
(i)	What was the state of the national economy prior to the crisis?	
(ii)	Describe the following indicators in terms of the pre-crisis, crisis and post-crisis situations.	
	<ul style="list-style-type: none"> Labour force participation rates 	
	<ul style="list-style-type: none"> Profile of the labour force (skills, age, education) 	
	<ul style="list-style-type: none"> Employment-to-population ratio 	
	<ul style="list-style-type: none"> Status in employment 	
	<ul style="list-style-type: none"> Employment by sector, urban and rural informal sector employment 	
	<ul style="list-style-type: none"> Unemployment, including youth unemployment and long-term unemployment 	
	<ul style="list-style-type: none"> Unemployment by educational attainment 	
	<ul style="list-style-type: none"> Time-related underemployment and inactivity rate 	
	<ul style="list-style-type: none"> Educational attainment and literacy 	
	<ul style="list-style-type: none"> Wage rates (note particularly the daily wage rate for unskilled labourers and any wage escalation, post-crisis) 	
	<ul style="list-style-type: none"> Price of basic consumer items 	
	<ul style="list-style-type: none"> Labour productivity and unit labour costs 	
	<ul style="list-style-type: none"> Poverty and income 	

	Key Questions	Notes
	distribution	
	<ul style="list-style-type: none"> • Other relevant aspects of the labour market and employment situation 	
	<ul style="list-style-type: none"> • General rate and trend of inflation 	
	<ul style="list-style-type: none"> • Differences in access to employment by groups or regions 	
(iii)	Describe distribution (%) heads of households in key sectors	
(iv)	Describe, where appropriate, the crops and cropping cycles, farm assets such as animals and the agricultural system typically used in the country.	
(v)	Describe losses of privately owned productive properties	
(vi)	What was the effect on production in agriculture/forestry/livestock/fisheries?	
(vii)	Describe losses by type of productive sector and by location.	
(viii)	Are losses likely to increase over time?	
(ix)	Describe, where relevant, the damage to agricultural machinery, storage facilities, irrigation systems and seed, fertiliser and pesticide stocks.	
(x)	What are the longer-term implications for food production?	
(xi)	Are there indicators of a general economic crisis?	
(xii)	Are there signs of diminishing food security such as migration, increasing levels of malnutrition and sales of assets?	
(xiii)	What mechanisms are being put into place to alleviate food shortages and loss of purchasing power and are they adequate?	
(xiv)	Are the programmes designed	

	Key Questions	Notes
	to avoid dependency and ultimately promote self-sufficiency?	
(xv)	How many and what kind of major productive facilities existed prior too the crisis?	
(xvi)	How many of these facilities are still working and where are they?	
(xvii)	What resources are needed to rehabilitate the other facilities?	
(xviii)	Do they need adaptation to the changed market?	
(xix)	What are damages and losses, if any, to industry and larger businesses?	
(xx)	What are the estimates of damages to offices and commercial buildings, stocks and inventories, machinery, office equipment, vital documents, etc.?	
(xxi)	How many employees were affected and were they protected by safety nets?	
(xxii)	Have goods been protected from any secondary effects?	
(xxiii)	Were critical services restored?	
(xxiv)	Has assistance been provided to restart businesses, particularly those with large numbers of employees?	
(xxv)	Describe damages to other economic resources and support systems.	
(xxvi)	What are the implications of these losses for employment and livelihoods?	
(xxvii)	What are signs and symptoms of economic stress among vulnerable groups and communities, such as the following: <ul style="list-style-type: none"> • Movement from formal to informal sector employment or to unemployment. 	
	<ul style="list-style-type: none"> • Decrease in health status (disease, trauma). • Working longer hours 	

	Key Questions	Notes
	and/or working a second job.	
	<ul style="list-style-type: none"> Entrance of additional family members into the labour force, including women and children. 	
	<ul style="list-style-type: none"> Increased dependency by family members for care by able-bodied members. 	
	<ul style="list-style-type: none"> Sale/consumption of productive assets and savings, including stocks. 	
	<ul style="list-style-type: none"> Exit of one or both parents from the household to search for work, including migration to another country. 	
	<ul style="list-style-type: none"> Restricting food intake by non-working family members, i.e. children and women. 	
	<ul style="list-style-type: none"> Taking children out of school to reduce household expenditures or to raise household income. 	
	<ul style="list-style-type: none"> Restructuring households, i.e. families combining under one roof. 	
	<ul style="list-style-type: none"> Drawing on social capital i.e. support from local communities, families and private institutions, such as NGOs, and greater reliance on private transfers. 	
(xxviii)	<p>Have there been declines in real income caused by the following or other factors?</p> <ul style="list-style-type: none"> Unemployment, fewer hours worked, or a shift to less lucrative employment (such as the informal sector). 	
	<ul style="list-style-type: none"> Lower real wages, caused by either higher rates of inflation, changes in relative prices, or declines in nominal wages. 	
	<ul style="list-style-type: none"> Loss of essential public services, including health, nutrition and education services. 	
	<ul style="list-style-type: none"> Devaluation of assets through collapse of the financial system or the public 	

	Key Questions	Notes
	social security system, or by a decline of productive assets (land, animals, stocks).	
	<ul style="list-style-type: none"> • Loss of productive family members due to recruitment in armed forces? 	
	<ul style="list-style-type: none"> • Describe the major macroeconomic policies of the government. Do they reduce short-run employment opportunities? 	
(xxix)	Are public and private local services functioning in order to support economic recovery activities?	
(xxx)	What community-based initiatives have been established or could be established to help cope with the crisis?	
(xxxi)	What capacity building and other follow-up support are required by the community-based associations?	
(xxxii)	What government-based support is available to support community-based initiatives?	
(xxxiii)	What support is available from NGOs and donors at country and local levels?	
(xxxiv)	How do individuals and families intend to cope with potential shortages?	
(xxxv)	Are effective local coping mechanisms being supported by outside assistance agencies?	
(xxxvi)	What is the situation of migrant workers from other countries/regions?	

3.1.G Human rights and political climate

The political climate is generally complex and changing in crisis situations. Governments might not be in place or might lack national legitimacy, capacity or the political will to discharge their responsibilities. Weakened governments may often be among the perpetrators of violence. They also may spawn political leaders who mobilize certain groups in order to consolidate power and exclude others. Political competition does however tend to enhance prospects for employment and income. Good governance should promote the political inclusiveness of all major groups in decision-making at all levels. This practice should also be enforced through checks placed on key institutions.

Objective: To assess the post-crisis political climate and the potential for

implementation of ILO programmes in accordance with ILO's governing principles.

	Key Questions	Notes
(i)	Is there a government in place?	
(ii)	What is the Transparency International rating for the country?	
(iii)	Is it recognised by most of the people in the country?	
(iv)	Is it recognised by the international community?	
(v)	Are there other parallel governments in place?	
(vi)	What is their status and popularity?	
(vii)	Does it have the capacity to manage state resources and political processes?	
(viii)	Does the government have the capacity to ensure security for the population? Are there signs of unequal access to political power?	
(ix)	Does the government subscribe to the Doctrine of the Separation of Powers (executive, judicial, legislative)?	
(x)	Does the military play an important role in government decision-making? Is access to land and productive assets equitable to all groups of society?	
(xi)	Are all citizens guaranteed the right to take part in the government, either directly or through freely chosen representatives?	
(xii)	Is the right to vote universal and equal?	
(xiii)	What programmes are in place to promote good governance and reduce inequality?	
(xiv)	Are they effective and adequate?	

3.1.H Assessing the education system

Social inequality is often reflected in the differences in income and limitations of access of marginal groups to economic opportunities. Among social rights, the right to education is key as unequal access to education leads to inequalities in income-earning opportunities. Other important rights include access to diverse skills training, health

services, water and sanitation and housing.

Objective: To assess the pre-crisis social policies and the effect of the crisis on existing social programmes and determine where gaps exist and assistance is required.

	Key Questions	Notes
(i)	Is there equal access to education for all?	
(ii)	Is the right of access practiced?	
(iii)	Do educated individuals have opportunities for employment commensurate with their educational levels?	
(iv)	Has the crisis interfered with education programmes and to what degree?	
(v)	Has access to education and training changed for men and women?	
(vi)	What types of programmes are available for women?	
(vii)	What gender gaps exist in literacy skills and how might these affect abilities to participate in reconstruction and development programmes?	
(viii)	Were social programmes in place to care for the poor and destitute?	
(ix)	What forms of social insurance and social protection exist for the unemployed?	
(x)	Are these programmes targeted toward the poorest regions and communities?	
(xi)	Has the crisis interrupted these programmes, and if so, are measures in place to provide interim assistance to ensure that basic needs are met?	
(xii)	Do the majority of children go to school?	
(xiii)	Are children working?	
(xiv)	Has child labour increased due to the crisis?	
(xv)	Are schools open?	
(xvi)	Has reconstruction of the educational system started?	
(xvii)	Does child trafficking, prostitutions, etc. exist and did it increase recently?	

3.1.I Profiling the legal and administrative framework and judicial systems

A strong legal framework under a national constitution is needed to protect human rights and encourage the development of governing institutions. National laws should be brought into conformity with basic international standards identified in regional human rights and UN instruments, including the ILO standards and instruments. To uphold the rights of individuals and to promote judicial reconciliation among citizens who have been victims of human rights violations, national and local justice systems should be accessible to all, impartial and politically independent.

Objective: To assess the efficacy of the legal and administrative framework particularly in terms of upholding human rights and ILO's standards.

	Key Questions	Notes
(i)	Is the government supported by a nationally recognized constitution?	
(ii)	Are international human rights standards reflected in national laws and practice?	
(iii)	Have the ILO Conventions been ratified?	
(iv)	What is the national record on upholding human rights and prosecuting offenders?	
(v)	Are justice systems streamlined and their operations transparent?	
(vi)	Are violations of due process (such as torture, detention, or arbitrary arrest) addressed?	
(vii)	Has respect for ILO's standards been demonstrated?	
(viii)	Have violators of these standards been held accountable?	
(ix)	Are national programmes in place to strengthen human rights institutions, legislative capacity and judicial infrastructure?	
(x)	What have been the effects of the crisis on observance of principles enshrined in ILO standards?	

3.1.J Overview of international assistance programmes

As members of the international assistance community, assessors must develop a picture of the scope and effects of international aid prior to and in response to the crisis. Because most multilateral aid is conditional, development efforts may in fact be discriminatory and contribute to crisis situations, particularly in countries heavily dependent on aid. Without careful assessment and coordination, the same effects may occur post crisis. A more holistic approach utilizing joint strategies for relief and

development would be more effective. The following questions must be addressed:

	Key Questions	Notes
(i)	What was the pre-crisis level (%) of dependency of the country on international aid?	
(ii)	What is the amount of the official debt?	
(iii)	What has been the effect of international lending programmes?	
(iv)	Are international agencies and the government monitoring the effects of aid and social programmes on poverty?	
(v)	What is the result of the most recent poverty analysis?	
(vi)	How will the crisis response consider the chronic needs as well as the relief needs?	
(vii)	Does a central body coordinate the use of development aid?	
(viii)	What is the efficacy of this body?	
(ix)	How is the crisis relief effort being coordinated?	
(x)	Is ILO a member of this group?	
(xi)	Which agency is taking the lead?	
(xii)	Are there regular meetings of all involved agencies?	
(xiii)	Are appeals for assistance coordinated?	
(xiv)	Have all major assistance agencies and government developed joint strategies for the crisis relief operation as well as recovery and development?	
(xv)	Do joint actions clearly reflect the longer-term goals for development, equity in use of resources, and the need to address the root causes?	
(xvi)	Are the employment repercussions adequately reflected in the assessments and programmes?	
(xvii)	Who are the major players in the crisis response in the country for employment, social	

	Key Questions	Notes
	protection and reconstruction?	
(xviii)	Who are the potential ILO partners (including the ILO social partners)?	

3.1.K Potential ILO partners

The ILO should seek partnerships with the major players so as to add “employment value” to their proposed programmes and to compliment the individual ILO responses in a coordinated way. In addition to the major players, the ILO needs to identify local social practices, communities, consultants, NGOs and contractors.

3.2 Capacity Assessment of Constituents, Potential Partners and Others

As a basic feature of its operation, ILO employs a tripartite approach involving governments and social partners in all aspects of policy, programme development and implementation. ILO therefore works in close coordination with constituents, partners and others, such as civil society institutions and organizations. The identification and capacity assessment of these actors is needed as soon as possible as a basis for planning crisis response programmes. Staff on the crisis assessment mission should be able to collect preliminary information for programmes and to meet with those who were working with ILO before the crisis.

Institutional capacity profiles

Objective: To identify possible constituents, partners and other relevant groups and to assess their current capacity to implement ILO programmes, as well as to update capacity assessments on those who are already ILO constituents.

Prepare institutional capacity profiles for ILO constituents, potential partners and other key institutions as follows:

ILO Constituents

- Ministry of Labour
- Ministry of Planning and Economic Affairs
- Ministry of Public Works
- Ministry of Demobilization and Reintegration
- Ministry of Health
- Ministry of Education and Training
- Ministry of Rural or Local Development
- Office of the President/ prime minister
- National Women’s Agency (machinery)
- Employment service providers
- Vocational training providers
- Specially created government agencies to cope with the crisis
- Business advisory service providers
- Social security/insurance schemes
- Credit organizations, cooperatives or credit-sharing organizations
- Workers’ organizations
- Employers’ organizations

Civil Society Institutions and Organizations

Apply the generic questions, as relevant, to the following groups as well:
NGOs (including international NGOs)

Religious organizations/groups
 Community based organizations
 Women's organizations
 Youth organizations
 Disabled associations (both general advocacy and specific service providers)
 Veterans associations
 Academia
 Professional institutions
 Religious organizations

	Generic Questions (as relevant) for each Constituent/ Partner/Institution	Notes
(i)	What is the size of the institution or organization?	
(ii)	How many professional staff does it have?	
(iii)	Non-professional staff?	
(iv)	What staff would be assigned to work with ILO?	
(v)	What are their other responsibilities?	
(vi)	What are the organizational development plans of the institution?	
(vii)	What is the organizational structure and chain of command?	
(viii)	Where does the organization receive its funding?	
(ix)	What is the annual budget?	
(x)	What contributions can the organization make to a joint project with ILO?	
(xi)	What services does this organization provide?	
(xii)	To what degree is the organization involved in "Decent Work" practices?	
(xiii)	Does the organization have crisis preparedness and response plans and procedures?	
(xiv)	How large is the target group for the services of the organization in proportion to the eligible population?	
(xv)	What is the breakdown of	

	Generic Questions (as relevant) for each Constituent/ Partner/Institution	Notes
	gender and age?	
(xvi)	What are the locations of the organization's offices nationwide?	
(xvii)	What facilities are available for ILO-related activities?	
(xviii)	What effects has the crisis had on the infrastructure, services provided and the target groups?	
(xix)	What is the estimated time for recovery?	
(xx)	What are capacities of the relevant institution to respond to the current crisis?	
(xxi)	Brief profile of key staff with qualifications and work experience.	
(xxii)	What is the capacity to manage longer-term programmes?	
(xxiii)	What type of information and financial management systems and program monitoring systems does it use?	
(xxiv)	What experience does the organization have in managing programmes like ILO's?	
(xxv)	Do their policies fall in line with ILO's implementing policies?	
(xxvi)	What experience have other agencies had in working with this organization?	
(xxvii)	Can capacity building efforts be supported by ILO or other assistance agencies in order to build the needed capacity on a timely basis?	
(xxviii)	Has the organization requested assistance from ILO and is this request supported by associated institutions?	
(xxix)	What are the current policies and practices relating to employment, income	

	Generic Questions (as relevant) for each Constituent/ Partner/Institution	Notes
	generation, and role of private sector?	

3.3 Sectoral assessments for ILO programme planning

ILO's comparative advantage in crisis response lies inter alia, in its areas of expertise reflected in the following sectors: Vocational and Education Training (VET), Business Development Services (BDS), Community-based Training (CBS), Industrial Relations (IR), Labour Administration (LA), Labour Law (LL), Micro Finance (MF), Employment Services (ES), Local Economic Development Approach (LEDA), Employment Intensive Investment Programmes (EIIP), Labour-based Technology (LBT), Local Level Planning (LLP), Social Finance (SF), Labour Market Information (LMI), Small and Micro Enterprises (SMEs), Vocational Rehabilitation (VR). ILO uses a phased approach for response planned for the immediate, medium and long term. The sectors described below can form the elements of a **comprehensive integrated approach** that is formulated to effectively respond to the needs found in a specific situation. (See Section 4.3.) The sectoral assessments should be conducted in tandem with the capacity assessments described in 3.2 above.

Objective: To assess the status of current programmes, the need to start programmes, the feasibility for starting them and to collect information upon which to base the programme design.

In addition to the sector-specific questions, the following generic questions should be initially answered for each sector, as appropriate:

	Generic Sectoral Assessment Questions For Each Relevant Sector	Notes
(i)	Do national programmes exist?	
(ii)	Which national authority is responsible?	
(iii)	What is their capacity?	
(iv)	Do the existing programmes effectively address the needs created by the crisis, or do their programmes need adaptation?	
(v)	Where national programmes do not exist, what are the constraints to establishing them?	
(vi)	Is there adequate financing and staffing to support the programme?	
(vii)	Where is funding obtained?	
(viii)	What options for funding exist for new or expanded programmes?	

	Generic Sectoral Assessment Questions For Each Relevant Sector	Notes
(ix)	What is the geographical coverage of the programmes?	
(x)	Describe the network of regional and local offices supporting the project.	
(xi)	What are the target groups and numbers of beneficiaries of the programme?	
(xii)	Describe them.	
(xiii)	What is the quality of the inter-actor relationships needed to support the programme?	
(xiv)	What are the partner organizations?	
(xv)	What are the repercussions of the crisis on the services provided?	
(xvi)	Is there capacity within the programme to incorporate assistance to the crisis-affected populations?	
(xvii)	List the major development assistance programmes relevant to the ILO interest?	

3.3.A Labour Market and Employment Prospects

In order to identify employment demand, labour and business market opportunities at the community/local level and the requirements of these opportunities, the following information is required.

	Key Questions	Notes
(i)	What is the impact of the crisis in terms of job-seekers?	
(ii)	What are the most promising areas of employment (formal and informal sectors)?	
(iii)	Which occupations are in demand in the local market?	
(iv)	What are the demands for temporary occupations in the short- and medium-term?	
(v)	What qualifications/training must the candidates have to benefit from the above opportunities?	
(vi)	Which job-seekers potentially could be absorbed by the local	

	Key Questions	Notes
	market (preliminary estimation)?	
(vii)	What is linkage between labour market, employers and VET programmes?	
(viii)	What are the characteristics and significance of migrant labour in the labour market?	

3.3.B Employment Services

Where an Employment Service System is in place, describe the services provided by public employment services (PES) and private employment services in each of the following categories.

	Key Questions	Notes
Labour market information (LMI)		
(i)	Describe types of information needed and collected.	
(ii)	Describe main providers of LMI.	
(iii)	Identify main users of LMI and their respective purposes.	
(iv)	Describe data collection and analysis.	
(v)	Describe presentation and dissemination of LMI.	

Job Broking

(vi)	Describe registration of job-seekers.	
(vii)	Describe canvassing for vacancies and marketing of PES services.	
(viii)	Describe job broking.	

Administration of labour market adjustment programmes

(ix)	Assess extent and coverage of the PES network.
(x)	Describe job search assistance.
(xi)	Outline training programmes.
(xii)	Outline direct job creation programmes.
(xiii)	Detail any employment incentives or wage subsidies to employers.

Administration of unemployment benefits

(xiv)	Describe registration of unemployed.
(xv)	Explain handling benefits for unemployed.
(xvi)	Are unemployment benefits

	Key Questions	Notes
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linked with job search assistance?

- (xvii) How are unemployment funds managed?

Labour market regulation

- (xviii) Who handles work permit regimes for foreign workers?
- (xix) Is there trans-border placement of national workers?
- (xx) Describe admission and registration of Private Employment Agencies (PREAs).
- (xxi) Describe regulation of PREAs' activities.
- (xxii) Is there mandatory vacancy reporting to the PES?
- (xxiii) Are there any other services provided?

Where there is no Employment Service System in place, recommend the minimum operational needs in the following areas

- (xxiv) Job-seekers register.
- (xxv) Vacancies register.
- (xxvi) Advisory services on job matching.
- (xxvii) Information on training opportunities.
- (xxviii) Analysis of LIM.
- (xxix) Information and advisory services for small businesses.
- (xxx) Skills standards.
- (xxxi) Information on "Decent Work" aspects of employment.
- (xxxii) Training and local resources needed to establish a basic PES.

3.3.C Social Protection

	Key Questions	Notes
Where a social insurance system is already in place		
(i)	Assess whether and to what extent the system is functioning properly.	
(ii)	Are duplicate works of beneficiaries and contributions retained offshore?	
(iii)	If not, recommend suitable arrangements and protection of funds from plundering?	
(iv)	How can it best function in the	

	Key Questions	Notes
	after-crisis situation	
Where a social insurance system is not in place, the following information is need to establish an emergency social benefit system and to assess the feasibility of a social assistance system for people living under the poverty line. The following steps need to be undertaken:		
(v)	Determine the benefit level	
(vi)	Assess the available resources	
(vii)	Estimate of the financial resources needed for the payment of emergency benefits.	
(viii)	Assess conditions under which people will be entitled to the benefit	
(ix)	Identify training needs to administer the benefits	
(x)	Identify other training needs of these institutions.	
Where such systems are not in place		
(xi)	Identify areas and occupational groups that may have the potential to develop contribution-based and participatory social protection schemes	
(xii)	Assess the adequacy of traditional social support mechanisms, micro-insurance, etc.	

3.3.D Vocational Education and Training (VET)

Address all of the following key questions:

	Key Questions	Notes
(i)	Is there a national training policy?	
(ii)	Was it successfully implemented before the crisis?	
(iii)	Does it need adaptation?	
(iv)	Who are the training providers and what are the linkages among them?	
(v)	Who funds the training?	
(vi)	Is skills training based on market assessments? Who is undertaking them?	
(vii)	Describe initial training for youth	
(viii)	Describe initial training for both adult and youth	

	Key Questions	Notes
(ix)	Is training continuous?	
(x)	Describe on-the-job training.	
(xi)	Is training in-service?	
(xii)	Describe special courses for specific target groups.	
(xiii)	Is training of trainers undertaken?	
(xiv)	Describe support on training material development.	
(xv)	Describe business training.	
(xvi)	Are other services provided?	
(xvii)	What is condition and availability of training facilities?	
(xviii)	Does the training offer correspond to the labour market requirements?	
(xix)	Describe qualifications and standard.	
(xx)	What is the capacity of the training providers?	
(xxi)	What are their needs?	
(xxii)	Does the training system need upgrading/ adaptation to be able to respond to crisis related needs?	
(xxiii)	Identify training providers that can deliver short-term objective based training.	
(xxiv)	Is there a need for training of trainers?	
(xxv)	Who are the most likely ILO partners in an ILO-VET crisis response programme component?	

3.3.E Social Dialogue

	Key Questions	Notes
<i>Where mechanisms and machinery for social dialogue exist (even though they may be temporarily dormant) at the national, sectoral, and enterprise levels, the following questions are relevant:</i>		
(i)	Who are the social partners?	
(ii)	What statute governs these mechanisms?	
(iii)	Are they legally established or instituted on an ad hoc basis?	
(iv)	Are these mechanisms endowed with appropriate	

	Key Questions	Notes
	legal framework and the necessary resources?	
(v)	What are their functions?	
(vi)	How are these functions executed?	
(vii)	Are the social partners equally represented in these mechanisms?	
(viii)	How does the decision making process work within the existing machinery for social dialogue at different levels?	
(ix)	If the existing mechanism/machinery is dormant, how could it be revamped rapidly?	
(x)	Are “twinning” arrangements possible for joint ACTRAV/ACT/EMP activities with regional workers’ and/or employers’ association partners?	

Where the social dialogue mechanisms are not in place, determine the reasons why they were not established.

- (xi) Were the constraints political, legal, or institutional, for example, the absence or weakness of employers’ and workers’ organizations?
- (xii) Is the political and social situation appropriate for initiating mechanisms for social dialogue?
- (xiii) Are the social partners perceived by others as representatives?
- (xix) In which function?
- (xx) Are there informal consultative processes relating to the social partners and civil society?

3.3.F SMEs and business development services (BDS)

Business development services is the term now commonly used for a wide range of non-financial services that aim at improving the performance of micro, small and medium size enterprises. The most important BDS are: business training, counselling and advisory services, consultancy, development of business plans or feasibility studies, marketing assistance, information, technology development and transfer, and business linkage promotion.

	Key Questions	Notes
<i>A sectoral assessment should cover the following ground:</i>		
(i)	What are the national policies with regard to BDS?	
(ii)	To what extent were they implemented before the crisis?	
(iii)	Is there a need to further develop or change these policies?	
(iv)	Are the Ministries or other institutions that were involved in BDS policy implementation still functioning?	
(v)	What was their task precisely?	
(vi)	Is there a need to change this and provide capacity building support?	
(vii)	How is the SME sector constituted in terms of size of enterprise, sectors, sub-sectors, rural, urban, owned by women or men?	
(viii)	How has the sector performed over the past few years and what is the potential for growth?	
(ix)	What are the markets (local, national, export)?	
(x)	Is there potential for linking SMEs to global supply chains?	
(xi)	Which sub-sectors have the greatest potential for growth?	
(xii)	What is the market for BDS?	

The market assessment should cover the following issues:

- (xiii) What are SME needs?
- (xiv) What is level of awareness of services available?
- (xv) What is level of willingness to pay for services?
- (xvi) What is supply of BDS?
- (xvii) Are services bundled with other goods and services?
- (xviii) Is there a potential crowding out (displacement) effect of direct or subsidized provision of services by donors and governments?
- (xix) What are the main weaknesses in the supply of services for which there is a need and a

	Key Questions	Notes
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- potential market (demand)?
- (xx) What are the main opportunities for improving existing services, developing new services, and strengthening demand?

Additional work (visits to and interviews with providers and other stakeholders) will be required to decide which are the most appropriate BDS providers to work with to address the weaknesses identified and take advantage of the opportunities. What should be considered is:

- (xxi) Which providers are best placed and have the best track record to play a role in the development of new services?
- (xxii) Which providers are best placed to deliver new and improved BDS to SMEs and develop a market for them?
- (xxiii) What technical support in product/service development and training of providers will they require?
- (xxiv) Who should the selected BDS partners be?
- (xxv) What financial support will be required?
- (xxvi) Which services should never be provided for free or against just a nominal fee?
- (xxvii) Which subsidies should be time-bound and decrease over time?
- (xxviii) Which subsidizing demands should be considered as an option?
- (xxix) What are the likely impacts of subsidies (and any other form of support) on existing providers, especially those in the private sector?

3.3.G Micro-finance

Supply side

	Key Questions	Notes
(i)	Which micro-finance services are provided?	
(ii)	If micro-credit is provided, describe the loan product.	
(iii)	Describe the organisations/institutions that	

	provide these products	
(iv)	Assess the strengths and weaknesses and need for capacity building of the existing micro-finance providers	

Demand side

	Key Questions	Notes
(i)	What is the demand for micro-finance services?	
(ii)	Is there sufficient market demand for goods and services?	
(iii)	Will the local population be able to pay for such services?	

Target population

	Key Questions	Notes
<i>Describe the population that might be targeted by a future micro-finance project in terms of:</i>		
(i)	Skills, education level, assets/collateral and business experience.	
(ii)	The potential to undertake self-employment activities.	
(iii)	The ability and willingness of women to act as economic agents (e.g. in Islamic contexts).	

Environment

	Key Questions	Notes
<i>In immediate post-conflict situations, it is important to keep in mind the conditions that will affect any future micro-finance programmes. It is therefore important to assess whether:</i>		
(i)	The period of extensive, ongoing conflict has come to an end.	
(ii)	Markets have re-opened.	
(iii)	The target population has settled down, or whether it is still on the move.	
(iv)	Describe the culture, history, and traditions of financial markets.	
(v)	Describe the business climate.	
(vi)	Describe the current macro economic and political climate.	
(vii)	To what extent can the micro-finance sector operate autonomously?	

	Key Questions	Notes
(viii)	To what extent do economic agents have trust in the financial system and local currency?	
(ix)	Describe the annual inflation rate over the last few years.	
(x)	Describe the commercial bank interest rates over the last few years.	
(xi)	What is the average interest rate charged by micro-finance institutions?	
(xii)	Do interest rate ceilings prevail?	
(xiii)	Describe the legal and regulatory environment concerning micro-finance programmes.	
(xiv)	Is the micro-finance sector regulated?	
(xv)	Indicate which aspects of micro-finance are regulated.	

3.3.H Local Economic Development (LED)

What to consider?

The analysis of the area and of institutions is extremely important for the following activities of the LED process. The results of the analysis of the collected data will be used to:

- Secure sufficient information about the area and its resources in order to initiate the LED process

- Take and/or revise certain decisions and priorities within the LED-strategy

- Monitor and assess the ongoing and final results of the project

While the area analysis will help to better understand the specific social, political and economic environment on the area, institutional mapping focuses on the local stakeholders. The main objective of the institutional mapping is:

- To create an exhaustive map of local stakeholders in a variety of social, economic and political segments.

- To verify the characteristics of these stakeholders in terms of objectives, fields of action, jurisdiction, geographical coverage etc.

- To analyse the dynamics among the most important local stakeholders.

Relevant data concerning the existence or functioning of local, regional institutions can be found:

- At the relevant level of government (municipality, county, region)

- Statistical services

- Chambers of Commerce

- NGO's

- Research institutes

- Other relevant institutions

The Local Economic Development approach initially identifies the local actors relevant to the economic dynamics of the territory.

What to do?

Step 1 – Collect data on:

	Key Questions	Notes
(i)	Institutional and political information.	
(ii)	The legal and regulatory framework.	
(iii)	Ongoing and planned activities.	
(iv)	Key statistical information.	
(v)	Promoting and supporting local businesses.	
(vi)	Attracting investment.	
(vii)	Strategic planning.	
(viii)	Networking.	
(ix)	Strategic environmental planning.	
(x)	Financing LED.	
(xi)	Special groups.	
(xii)	Training.	

Step 2 – For each potential local stakeholder, determine:

	Key Questions	Notes
(i)	When formed?	
(ii)	What is its organizational structure?	
(iii)	With which organizations does it have contact or does it work together?	

What is its mandate? What are its actual activities in the field of economic development? For whom does it work?

Step 3 – Analysis of the data.

This analysis should be rapid and include the most important elements of social, economic and political life. The real SWOT analysis and the LED strategy have to be designed and carried out by the local stakeholders.

3.3.1 Employment-Intensive Investment Programmes

Questions of viability

	Key Questions	Notes
(i)	Are labour-based, equipment supported (LBES) work methods viable and feasible?	
(ii)	Are the Government and the Private sector well disposed towards the use of LBES methods?	
(iii)	What is the government policy	

	Key Questions	Notes
	with regards to LBES methods?	
(iv)	Does an existing LBES programme exist?	
(v)	Are LBES works needed at central or community level?	
(vi)	What are the conditions of employment for LBES works (task-based system or day wages)?	
(vii)	What is the system of local level participatory planning priorities and programmes?	
(viii)	What are the Government contract procurement policies and practices?	
(ix)	Are modifications to restrictive procurement practices possible?	
(x)	From the overall picture of “employment by sector”, which are the key sectors where LBES methods could best be applied?	

If LBES methods are viable, what should be the programme components?

This section should be completed in conjunction with Section 3.1.E, assessing structural damage. Consideration should also be given to maintenance of the rehabilitation works and the mainstreaming of LBES methods with funding from regular recurrent public and community works programme budgets.

	Key Questions	Notes
(i)	Assess local resource ^s .	
(ii)	Technical (public and private sector).	
(iii)	Equipment (public and private sector).	
(iv)	Hand tools (local or imported).	
(v)	Construction material ^s .	
(vi)	Assess capacity and capability of local contractors.	
(vii)	Assess capacity and capability of consultants.	
(viii)	Assess capacity and capability of government specialists.	
(ix)	Assess who the major players are in the infrastructure sector.	
(x)	Establish whether the ILO programme should either add job value to their existing or proposed programmes or	

	Key Questions	Notes
	establish its own programme.	
(xi)	Assess the extent to which ILO's local planning methods can/should be incorporated.	
(xii)	Assess technical design needs.	
(xiii)	Establish whether alternative design could result in mass local employment.	
(xiv)	Determine technical inputs needed for TA and training needs.	
(xv)	Identify general infrastructure programme needs and key sectors involved.	
(xvi)	Identify locations best suited to LBES methods.	
(xvii)	Clarify the target group(s) to be employed.	
(xviii)	Clarify if public works or community (locally owned) works.	
(xix)	Specify the Decent Work provisions for the labour to be engaged.	
(xx)	Assess suitable infrastructure components. Which lend themselves to LBES methods.	
(xxi)	Determine links to labour-market information and Public Employment services.	
(xxii)	Develop project outlines for a LBES planning and engineering programme.	
(xxiii)	Conceptualise the programme in emergency, rehabilitation and development phases and for the appropriate mainstreaming of LBES methods.	
(xxiv)	Lobby with all major players for adoption of LBES methods whenever feasible.	

3.3.J Standards

The ILO attaches great importance to the key principles enshrined in international labour standards, to observance of conventions ratified by the country and to the Declaration on Fundamental Rights and Principles at Work, which was adopted by the International Labour Conference in 1998 and which applies to all members of the ILO. Some information on this issue is provided below, but for further details the reader is advised to access:

<http://www.ilo.org/public/english/standards/norm/whatare/index.htm>.

Eight ILO Conventions have been identified by the ILO's Governing Body as being fundamental to the rights of human beings at work, irrespective of levels of development of individual member States. These rights are a precondition for all the others in that they provide for the necessary implements to strive freely for the improvement of individual and collective conditions of work. These conventions cover freedom of association, the abolition of forced labour, equality and the elimination of child labour. The specific conventions should be checked for both ratification and observance.

Con. No.	Description	Ratified?	Generally observed?
87	Freedom of Association and Protection of the Right to Organize Convention, 1948		
98	Right to Organize and Collective Bargaining Convention, 1949		
29	Forced Labour Convention, 1930		
105	Abolition of Forced Labour Convention, 1957		
111	Discrimination (Employment and Occupation) Convention, 1958		
100	Equal Remuneration Convention, 1951		
138	Minimum Age Convention, 1973		
182	Worst Forms of Child Labour Convention, 1999		

In addition to the above, there are several other standards which are of importance in the crisis context. There is the danger that Conventions may be breached in the context of economic and social instability experienced in crisis situations. Important Conventions at risk include Convention 169: Indigenous and Tribal People, 1989 and certain employment related conventions, such as:

Con. No.	Description	Ratified?	Generally observed?
142	The Human Resources Development Convention, 1975		
143	The Migrant Workers (Supplementary Provisions) Convention, 1975		
159	The Vocational Rehabilitation and Employment (Disabled Persons) Convention 1983		
158	The Termination of Employment Convention 1982		
97	The Migration for Employment Convention (Revised), 1949		

A fuller account of the different conventions and their features can be found at: <http://www.ilo.org/public/english/standards/norm/whatare/standards/index.htm>.

Also of critical importance is International Labour Recommendation No. 71 –

Employment Organisation in the Transition from War to Peace, 1944. It may be stressed that consultants and ILO staff on rapid needs assessment exercises should be familiar with international labour standards and use international labour standards as a reference point. The following key questions should be addressed.

	Key Questions	Notes
(i)	Do experts provide technical advice on the improvement of systems of labour statistics?	
(ii)	Do experts provide methods of labour administration?	
(iii)	Do experts provide labour inspection arrangements for employment services?	
(iv)	Do experts provide systems for pensions?	
(v)	Do experts provide unemployment benefits?	
(vi)	Do experts provide in ways which are consistent with international labour standards?	
(vii)	Does the labour legislation encompass international labour standards?	
(viii)	Do employment analysts promote "full, productive and freely chosen employment" (the terms of Convention No. 122)	
(ix)	What are the strategies for employment creation?	
(x)	What provision is there for training in prevention of accidents, equipment for measuring occupational risks, ideas for improving worker health and safety?	
(xi)	Do workplaces contravene basic human rights?	
(xii)	Do workplaces promote the implementation of Fundamental and other international labour standards?	

3.4 Special Vulnerable Groups

This section provides tools for assessment of the impact of the crisis on special target groups and prompts programme planners to consider the vulnerabilities and capacities of people and their communities in programme design. ILO's basic principles of operation call for specific attention to special crisis-affected groups, particularly youth and persons with disabilities. Other persons of concern are ex-combatants, members of

female-headed households, the unemployed, refugees, returnees, internally displaced persons, “remainees” and recent migrants due to economic or financial downturns.

3.4.A Assessing the Needs of the Special Target Groups

Objective: To assess the impact of the crisis on special groups of concern to ILO, particularly in relation to their income, employment and employability and to collect information on their vulnerabilities and capacities to be incorporated into ILO programmes.

Objectives for each special target groups	
Disabled people	To assess the capacity among working age people with disabilities to become employed.
Migrants from other countries/ regions	To assess their coping mechanisms and to identify their needs
Youth	To assess how ex-combatants can be fully reintegrated into civil life
Female headed households	To assess their coping mechanisms and to identify their needs
Unemployed	To assess the capacity of working age youth to become gainfully employed.
Ex-combatants including child soldiers	To reduce their vulnerability by improving their employment options through training, referral and business support
Refugees	To assist their successful return to their places of origin by helping them to prepare for the future
IDPs	To assist their successful return, where feasible, to their places of origin by helping them to prepare for the future
Recent returnees (refugees)	To assist with their socio-economic reintegration
Recent return migrants due to economic or financial downturn	To assist their successful return to their places of origin by helping them to prepare for the future
Remainees	To assess their coping mechanisms and to identify their needs

3.4.B Vulnerability and Capacity Assessment Generic Questions

For the groups mentioned above, answer the following questions as appropriate.

	Key Questions	Notes
(i)	Describe the target group	
(ii)	What are the major impacts of the crisis on the special group?	
(iii)	What is the traditional working age of the group?	
(iv)	What are their pre-crisis occupations, skills, and levels of training?	
(v)	What are the major constraints to their employment and income generation activities?	
(vi)	What types of services or assistance are currently being provided to increase income-	

	Key Questions	Notes
	earning opportunities?	
(vii)	Who provides these services?	
(viii)	Are these services sufficient and effective?	
(ix)	Would other services be more appropriate?	
(x)	What economic and social coping mechanisms are used by the group?	
(xi)	Are positive coping strategies recognised and supported by assistance providers?	
(xii)	What particular activities would best reduce vulnerability and foster self-sufficiency?	
(xiii)	What monitoring and modifications will be required?	
(xiv)	Among each group, identify numbers of: <ul style="list-style-type: none"> • vulnerable women, • poor, • older persons, • indigenous, • socially isolated, • living alone, • children, • undocumented, • those with numerous dependents, • chronically ill or malnourished, etc. 	
(xv)	What programmes address their specific needs?	

3.4.C Some Specific Questions for Specific Groups:

a) Ex-combatants (including child soldiers)

	Key Questions	Notes
(i)	Has disarmament and demobilization been done successfully?	
(ii)	What are opportunities to return to pre-crisis occupations?	
(iii)	What are their expectations and hopes regarding their occupations after their return to civilian life?	
(iv)	What are the constraints to	

	Key Questions	Notes
	their successful reintegration?	
(v)	What is their social status in society?	
(vi)	What are the motivations for youth involvement in the military?	
(vii)	What alternative activities can serve to motivate youth away from the military?	
(viii)	Is it socially acceptable to target them exclusively for reintegration?	
(ix)	What national structure is in place to coordinate Disarmament, Demobilization and Reintegration?	
(x)	What is its capacity?	
(xi)	Is it linked to the Ministry of Labour Employment Services?	
(xii)	Which specific sectors could absorb ex-combatants?	
(xiii)	Is there a major drug problem?	

b) Female headed households

	Key Questions	Notes
(i)	What are the disadvantages that women face in the labour market?	
(ii)	What impact has the crisis had on their ability to work?	
(iii)	What is the average number of family members a female-headed household must support?	
(iv)	What are the potential consequences of continued hardship on women's reproductive role?	

c) People with disabilities

	Key Questions	Notes
(i)	What are the numbers of disabled people in each category of disability: <ul style="list-style-type: none"> • mobility impairments requiring adaptive equipment, • blindness, • deafness, • mental retardation, • mental illness, • extreme trauma, others. 	
(ii)	What are their relative needs to	

	Key Questions	Notes
	overcome constraints on income-earning opportunities?	
(iii)	What types of physical support and modified conditions will they require?	
(iv)	Are vocational rehabilitation facilities available?	
(v)	If so, describe.	

d) Refugees and IDPs

	Key Questions	Notes
(i)	Are there legal barriers to their employment in the country of asylum?	
(ii)	Does or can the ILO's programme link with UNHCR's programme?	
(iii)	What is the expected duration of their status as refugees?	
(iv)	Can IDPs go home in the near future?	
(v)	What are their daily occupations?	
(vi)	Has skills profile assessment been undertaken? Are vocational and business training viable options?	
(vii)	What do they expect to do when they come home?	
(viii)	Do they need additional skills?	
(ix)	Is there any information available on the demands of the labour market from the country to which they are returning?	
(x)	Is there a lack of products in the camps?	
(xi)	Assess the possibility of income generating activities in the camps to meet their immediate needs.	

e) Returned Economic Migrants

	Key Questions	Notes
(i)	What are their expectations and hopes regarding their occupations after their return?	
(ii)	What are the constraints to	

	Key Questions	Notes
	finding employment when they return?	
(iii)	Did they save money to start/improve a business?	
(iv)	Did they establish economic linkages to launch a business with the country from which they return?	
(v)	Can they easily re-enter the labour market in their country of origin or are there barriers?	
(vi)	Are they remitting money to their home country?	

f) Recent Refugee Returnees

	Key Questions	Notes
(i)	What are their expectations and hopes regarding their occupations after their return?	
(ii)	What are the constraints to their successful resettlement or reintegration?	
(iii)	Will they have to compete with host community members for available employment?	
(iv)	What assistance is planned for supporting employment prospects for the returnees as well as the host community?	

g) Unemployed

	Key Questions	Notes
(i)	Is the level of unemployment chronic or brought on by the crisis?	
(ii)	What are the prospects for alleviating it?	
(iii)	Have social safety nets or coping strategies alleviated the economic stress?	

h) Youth

	Key Questions	Notes
(i)	What was the socio-economic situation of youth before the crisis?	
(ii)	What are they interested in doing? What are their	

	expectations?	
(iii)	Where are they heard, who is specifically supporting them?	
(iv)	What are the employment possibilities for youth of working age?	

i) Remainees

	Key Questions	Notes
(i)	How did they cope during the crisis and what has changed due to crisis?	
(ii)	Are there any tensions between remainees and returning refugees, IDPs, etc.?	
(iii)	Have tensions between ethnic groups increased?	
(iv)	What is the (changed) situation of minority groups that remained throughout the crisis?	
(v)	Do they feel threatened/supported by the presence of returnee people regarding their economic activity?	
(vi)	If so, why?	
(vii)	Did they receive remittances from relatives working abroad?	
(viii)	Are they oriented for consumption, emergency savings or economic purposes?	

Part 4: Assessment Reporting and Follow-up

4.1 Reporting Assessment Findings

When information analysis and forecasting are complete, it is necessary to report and disseminate the results of the assessment mission in a format that enables managers to make decisions and formulate programmes and projects. For effective report writing:

- Keep the report short
- Make the report more powerful by using active voice and present tense
- Feature the most important information first, and highlight key points (in boxes, bullets, bold fonts)
- Use tables, graphics and attractive layouts
- Clearly specify the findings and recommendations for action; indicating the time

frame(s).

Include information on all key contacts and how to reach them

Include all summaries of project ideas in the OCHA Consolidated Appeal Programme (CAP) format (see Annex 3)

A reporting format should be stipulated in the Terms of Reference. The executive summary is important and ensures that busy managers will be able to see at a glance the main findings and recommendations and determine if the terms of the assessment have been met. Programme planners will require annexes and references in order to find details to plan a more in-depth assessment and develop project documents.

Suggested Reporting Format

1.

Executive Summary

2.

Introduction

- Purpose of the assessment
- Methodology used and briefing
- Consultations with ILO, RO, MDT, AO and IFP Crisis focal points.

3.

Background of the crisis situation and key issues

4.

Findings

- Key labour, employment, economic, and social protection issues and impacts resulting from the crisis
- Key opportunities for ILO involvement and response
- Potential Constituents, Partners and others
- Potential Funding Sources

5.

Recommendations

- Recommendations for **immediate action**
- Recommendations for medium and longer term action
- Short, one page summary SPROUTS for key interventions in OCHA (CAP) or other relevant format
- List of potential partners
- Follow-up actions
- A brief draft press release for IFP/CRISIS to use to publicize the work first carried out and to post on the IFP/CRISIS website

6.

Conclusions

7.

Reference materials, websites, and key contacts

8.

Photos of important crisis impacted situations

9.

Annexes

4.2 Formulating Recommendations and Programmes for Action

It is important that the recommendations made by the assessment team set the stage for

rapid yet sustainable recovery and do not prolong the length of the recovery period. Every action in an emergency response will have a direct effect on the manner and cost of recovery. Many programmes can create dependencies and severely reduce the survivors' ability to cope with the next crisis, for example, when supplies, equipment, or technology are sent in that are not sustainable in the local socio-economic environment. Sustainable recovery occurs when the affected populations' capacity to meet their own needs has been restored or achieved. Generally, most crisis-affected people place a high priority on restoring their means of livelihood. Understanding their priorities and providing assistance that supports the affected population's efforts to restore viable socio-economic systems is critical to achieving a long-lasting, sustainable recovery. Thus, when formulating recommendations for crisis response, ILO staff need to incorporate the following important elements into their thinking.

1.

Justification for the recommended actions should be based on the criteria for ILO intervention and the elements for ILO's Basic Principles of Operation

2.

Development of the response should be based on ILO's phased approach, which promotes short, medium and longer-term responses relative to the types of crisis and anticipated recovery periods. Preliminary project proposal outlines should also refer to likely executing agencies, funding sources, cost estimates, dates for implementation and possible complementarity with other programmes.

3.

Results of coordination and collaboration with initiatives, activities and implementation strategies of other agencies should be elaborated to ensure decision-makers that ILO programmes do not overlap with others and serve to fill gaps in assistance. Future opportunities for collaboration should be noted and detailed if possible.

4.

A strategy should be clarified for avoiding unintended negative effects of assistance, including aid dependency. The strategy should be prior discussed with key ILO contacts and draw on lessons learnt in past crises, plans for altering programme design as needed based on monitoring and evaluation results, and results from gender and capacity and vulnerabilities analyses. The strategy should justify the programmes in terms of their potential to expedite recovery.

5.

Arguments should be developed to justify the programme in terms of sustainability and preventive impact against future crises. These arguments might include proposed measures to address root causes, promote self-sufficiency, build local capacity, or create crisis preparedness and mitigation plans and programmes.

4.3 ILO programme options for selected types of crisis response

Overview of ILO response to natural disasters

This section reviews the various response options in ILO's repertoire, which reflect the agency's comparative advantage, as well as creative and feasible alternatives.

Needs/problems	ILO Response
<p>Loss/displacement of population/labour force:</p> <ul style="list-style-type: none"> No earning member in the family 	<ul style="list-style-type: none"> Income generating projects for able-bodied persons, especially youth. Special projects for women (plus mainstreaming them in all programmes, direct access, information and recruitment action). Special projects for disabled persons (plus including them in all

Needs/problems	ILO Response
<p>the family</p> <ul style="list-style-type: none"> • Increase in dependency • Increase in female-headed households • Increase in number of disabled persons • Increase in child labour 	<p>programmes, ILO guidelines, modified tools).</p> <ul style="list-style-type: none"> ☕ Ensuring complementarity with food aid for income support to families without earning member to offset child labour.
<p>Damage to or destruction of essential physical infrastructure including life support systems:</p> <ul style="list-style-type: none"> • Reduced access to basic services • Damaged roads, water sources/system, shelter, health care facilities • Damaged schools and other infrastructure • Disruption or loss of agricultural production and irrigation systems 	<ul style="list-style-type: none"> ☕ Local level planning initiated to ensure local participation and responsibility and/or ownership of the restored infrastructure. ☕ 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. ☕ Exploitation of ground water sources (tanks, ponds, wells, bore holes etc. with due attention to safety standards). ☕ Construction of health centres, schools, other community services, food distribution centres, warehousing and storage facilities, centralized services. ☕ Support to resumption of agricultural activities, irrigation channels, terracing, soil conservation, afforestation.
<p>Loss of productive assets; sudden decline or interruption in productive activities</p> <ul style="list-style-type: none"> • No support system for short term sustenance besides immediate humanitarian relief measures • No source of cash income 	<ul style="list-style-type: none"> ☕ Micro enterprises based on local needs and locally available resources and skills for production, e.g. shelter and roofing material. ☕ Community-level food production and food processing. ☕ 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). ☕ Micro credit (facilities and simple procedures, group credit, time-release, targeting women, recovery). ☕ Counselling services, technical, marketing and extension services, and short skill and business training programmes. ☕ 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>Loss of traditional family, social and community support systems and safety nets</p> <ul style="list-style-type: none"> • Damage to coping and survival mechanisms 	<ul style="list-style-type: none"> ☕ Realistic assessment of needs and what can be accomplished over short periods. ☕ Immediate steps to strengthen their own efforts. ☕ 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). ☕ Keeping in mind local customs, traditions and social institutions including leadership patterns. ☕ Complementarity and networking with other partners, especially

Needs/problems	ILO Response
	local authorities and NGOs.

Overview of ILO response to financial and economic downturns

Needs/Problems	ILO Response
<p>Bankruptcy of large and medium enterprises in the organized sector:</p> <ul style="list-style-type: none"> • Huge losses in production and jobs • Increase in open unemployment • Movement of labour force [both men and women] into urban informal sector 	<ul style="list-style-type: none"> ✚ Rapid identification of self-employment opportunities in informal sector micro enterprises through reoriented employment service and labour market information centres and other available sources and partners. ✚ Rapid survey to determine business opportunities and market demand. ✚ 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. ✚ Cooperation with local authorities (working towards a flexible regulatory environment) and with sub-sectoral business associations in counselling and support services. ✚ Rapid development of emergency employment schemes for small-scale urban infrastructure rehabilitation, construction and maintenance and their employment-intensive implementation, related training and retraining. ✚ Voluntary self-help youth employment and training programmes in the urban sector. ✚ Special programmes for unemployed or retrenched women including mainstreaming them in above activities.
<p>Movement of population into rural sector:</p> <ul style="list-style-type: none"> • Migration of men to other areas in search for employment • Female-headed households and increased pressure on women for household income 	<ul style="list-style-type: none"> ✚ Rural non-farm activities and micro enterprises. ✚ Agriculture support activities. ✚ Special income-generating projects for women. ✚ Self-targeted employment-intensive rural infrastructure schemes, and food-for-work schemes to create emergency safety nets (access roads, bridges, water sources, water and soil conservation, education, training and health facilities, environmental protection etc.).
<p>Breakdown of household level coping mechanisms and social and community support systems:</p> <ul style="list-style-type: none"> • Increase in employed women or those seeking employment • Increase in child labour 	<ul style="list-style-type: none"> ✚ Restoring community support structures and supporting local organization for LED, community sponsorship and implementation of emergency employment schemes. ✚ Organizing community level voluntary small-scale savings and credit schemes and social safety nets. ✚ Special family support programmes to reduce incidence of child labour. ✚ Promoting voluntary social protection schemes.
<p>Reduction in government social</p>	<ul style="list-style-type: none"> ✚ Measures to protect anti-poverty allocations by increasing external funding support to targeted programmes.

Needs/Problems	ILO Response
<p>and welfare funds and expenditure:</p> <ul style="list-style-type: none"> • Reduction in education, health and housing • Cuts in public services • Loss of confidence in and weakening of state institutions • Adverse effects on employers and trade unions 	<ul style="list-style-type: none"> 🏠 Promotion of partnership with NGOs, CBOs and voluntary sector in all employment and training programmes. 🏠 Special support programmes for ministry of labour (crisis management of labour problems, disputes and industrial relations, labour market management and employment service centres). 🏠 Increased role and responsibility of employers' and workers' organizations in crisis management.

Overview of ILO response to armed conflict

Adverse Effects of Conflict	ILO Thematic Components
<ul style="list-style-type: none"> • Large-scale loss of life and break-up of families – Increase in dependency in female-headed households; youth and young adults out of school/work. • Large-scale displacement of population and break-up of communities – Refugees, returnees and internally displaced persons. • Large increases in the number of disabled persons – Disabled ex-combatants, disabled civilian population, disabled victims of land mines. • Large-scale demobilization – Ex-combatants from regular army, militias, other armed groups. • Extensive damage to physical infrastructure – Breakdown of essential services and lifeline systems, breakdown of access, transport and communications. • Loss of productive assets and production – 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. • Loss of employment and incomes – Loss of means of sustenance; increase in poverty and destitution; breakdown and disorganization of labour markets; extremely limited scope for wage employment. • Challenges to established authority and/or its legitimacy – Weakening of existing government structures, systems and institutions; breakdown of essential services 	<ul style="list-style-type: none"> 🏠 Rapid community needs assessment. 🏠 Rapid identification of associates, partners and service providers. 🏠 Rapid assessment of infrastructure damage and potential for employment-intensive rehabilitation and construction component 🏠 Determining the institutional framework for programme management and implementation, including procedures for local contracting. 🏠 Employment-intensive infrastructure rehabilitation and construction component: through careful selection of priority activities in consultation with local communities. 🏠 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. 🏠 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. 🏠 Other short training programmes: e.g. awareness training for local organizations

Adverse Effects of Conflict	ILO Thematic Components
<p>(food supply, health, education, welfare).</p> <ul style="list-style-type: none"> • Breakdown of established social structures and systems – Increase in social and psychological trauma; community and household level coping mechanisms; changes in leadership patterns; weakening of social dialogue and reconciliation mechanisms. 	<p>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> <ul style="list-style-type: none"> • Social dialogue programmes: LEDAs, organizing secure access to social protection through voluntary community-based initiatives and counselling and awareness training. • Establishment/re-establishment of employment services centres with appropriate training inputs. • Establishment/re-establishment of workers’ and employers’ organizations. • Basic reform of labour standards and adoption of ILCs.

Overview of ILO response to socio-political transitions

Adverse Effects of Socio-political Transitions	ILO Response
<p>Loss/displacement of population and labour force</p> <ul style="list-style-type: none"> • No earning member in the family • Increase in dependency • Increase in female-headed households • Increase in number of disabled persons • Increase in child labour • Social security funds under threat • Employment services centres not functioning • Workers’ organizations under pressure <p>Loss of productive assets</p> <ul style="list-style-type: none"> • Sudden decline or interruption in productive activities • Sudden increase in unemployment and underemployment • No source of cash income 	<ul style="list-style-type: none"> • Income generating projects for able-bodied persons, especially the youth. • Special projects for women (plus mainstreaming them in all programmes through direct access, information and recruitment action). • Special projects for disabled persons (plus including them in all programmes, ILO guidelines and modified tools). • Ensuring complementarity with food aid for income support to families to offset child labour. • Establishment/re-establishment of employment services centres with appropriate training inputs. • Establishment/re-establishment of workers’ and employers’ organizations. • Basic reform of labour standards and adoption of ILCs. • Rapid assessment of security of funds and fund records. <ul style="list-style-type: none"> • 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. • Rapid survey to determine opportunities and establish market demand. • Rapid assessment of “security” of pension and other funds. • Related micro credit (institutional facilities, simple procedures, group credit, time release, targeting women, recovery) • Institutional facilities for counselling, technical, marketing and extension services

Adverse Effects of Socio-political Transitions	ILO Response
<p>Damage to physical infrastructure including essential life support systems:</p> <ul style="list-style-type: none"> • Reduced access to farms and markets • Damage to roads and bridges, water sources and supply systems, education, training and health facilities • Damage to other essential and centralized services <p>Damage to social and community support systems and safety nets</p> <ul style="list-style-type: none"> • Damage to coping and survival mechanisms 	<ul style="list-style-type: none"> • Short skill and business training programmes in response to market demand and identified self-employment and wage employment opportunities. • Employment intensive planning, rehabilitation and construction (combining labour and equipment). Items to be selected in consultation with local authorities and communities • Related group formation and training including small contractor training <ul style="list-style-type: none"> • Measures to facilitate organization to promote common concerns such as infrastructure programmes, small-scale savings and credit schemes, social protection • Measures to facilitate organization around common resources, e.g. water supply and conservation, environmental protection • Measures to facilitate organization around area/community based activities, e.g. local employment and economic development associations (LEDAs) • Complementarity and networking with other partners, especially local authorities, NGOs and CBOs.

4.4 Advocacy

The assessor or assessment team must give special attention to planning and implementing a multi-pronged communications strategy, to increase the likelihood that the findings are heard and that recommendations are funded and implemented. To do this requires a high profile proactive approach to seek out opportunities to interject assessment results into other reports, memos and meetings and donor appeals. The communication strategy should be creative and tailored to fit the particular audience you are trying to reach which must include potential partners are funding agencies. The following are just some of the options that may be available but there are others:

Placing ILO self-adhesive logos and posters and contact names and addresses around the crisis response operational areas.

Written reports

Photographic and video records

Briefings

Senior manager bulletins

Memoranda

E-mail messages

Formal debriefing and question-and-answer sessions with staff, managers,

- other organizations, the media
 - Press releases, Radio and TV interviews
 - Op-ed items in newspapers
 - Speeches or presentations at workshops and conferences
 - Written testimony
 - Newsletters
 - Articles in professional journals
 - Brown-bag lunches
 - Videotapes

For effective briefings, always take the following steps:

- Identify your objectives for the briefing
- Invite a small, select audience
- Anticipate the audience's special interests and potential questions
- Select the most important information to present
- Prepare a few (4-6) well designed, graphic and large briefing charts or overheads
- Prepare briefing material handouts for all members of the audience

Annex 1: Key contacts, websites and major donor information (September 2001 version)

Table 1: List of crisis related websites

ILO Crisis Monitoring, Early Warning and Analysis

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. 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.

BBC World News and analysis
<http://news.bbc.co.uk/>
www.tue.org

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

IFP/CRISIS site
www.ilo.org/public/english/employment/recon/crisis/

This site contains country specific information and links to key ILO-IFP/CRISIS documents and reference materials.

Economist Intelligence Unit

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

www.eiu.com/

CIA World Factbook
www.odci.gov/cia/publications/factbook/
ReliefWeb
www.reliefweb.int

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.

The CIA World Factbook provides country profile information ranging from demographics, to economic information, government, geography, etc. Documents are free and reproducible.

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.

World Bank Data and Maps

www.worldbank.org/data/

World Bank Links to country maps, country data, world and country-specific development indicators, world development reports.

Conflict early warning information and analysis

FEWER
www.fewer.org

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.

EurasiaNet
www.eurasianet.org

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.

IRIN
www.reliefweb.int/IRIN/index.phtml

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.

International Crisis Group: Crisisweb
www.crisisweb.org

Crisisweb is the website for the International Crisis Group where ICG posts its country conflict analytical reports and recommendations for international action.

INCORE - Initiative on conflict resolution and ethnicity
www.incore.ulst.ac.uk/home/

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

Policy.com "Global Hotspots"
www.policy.com/hotspots/

Policy.com's "Global Hot Spots" showcases leading political research, opinions and events related to "Global HotSpots," and Conflict in over 30 countries worldwide.

Children's rights

Children's Rights Information Network
www.crin.org/

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.

Financial crises, economy and poverty

Economist Intelligence Unit
www.eiu.com/

The Economist Intelligence Unit (EIU) has been a widely respected source of analysis on the economic, political and business environments in 195 countries for more than 50 years. The EIU produces 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.

Asia Recovery Information Centre (ARIC)

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.

www.aric.adb.org/
World Bank Links
www.worldbank.org

International Monetary Fund (IMF)

www.imf.org
PovertyNet
www.worldbank.org/poverty/index.htm
www.worldbank.org/poverty/data/povmon.htm

Asian Economic Crisis
www.russia.shaps.hawaii.edu/economic/asian-crisis.html

Global Macroeconomic and Financial Policy Site

www.stern.nyu.edu/globalmacro/
Economic Commission for Latin America & the Caribbean (ECLAC)
www.eclac.org/index1.html
International Directory of Search Engine:
www.searchenginecolossus.com

Food supply and famine early warning

GIEWS
www.fao.org/giews

[www.dev-zone.org/links/Food Security](http://www.dev-zone.org/links/FoodSecurity)
www.wfp.it/vam/

Famine Early Warning System Network (FEWS NET)

www.fews.net

More Asian countries affected by the crisis will be added in the future. 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."

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.

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. 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.

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, financial sector issues.

ECLAC collects, organizes, interprets and disseminates information and data related to economic and social development of the region.

An international directory of engines from 148 countries (multi-language); the directory describe the language and areas of focus of each in-country search engine.

Health epidemics & HIV/AIDs

UNAIDS
www.unaids.org/

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. From the homepage go to

<p>Communicable Disease surveillance and response (CSR) www.who.int/emc/index.html www.who.ch/emc/outbreak</p>	<p>“HIV/AIDS by country” link.</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>
<p>— news Virtual health library for disasters (2001 edition) www.helid.desastres.net</p>	<p>Virtual health for disasters, incorporated publications of many organizations; PAHO, WHO, UNCHR, UNICEF, the ISDR, the ICRC and several NGOS. More than 400 scientific and technical documents.</p>
<p>Humanitarian Assistance and international relief</p>	
<p>Disasterrelief.com www.disasterrelief.org/EarthWatch ReliefWeb www.reliefweb.int</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 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>
<p>Human Rights</p>	
<p>Human Rights Watch 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 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>
<p>Labour / Employment issues ILO www.ilo.org International Confederation of Free Trade Unions (ICFTU) www.icftu.org International Organization of Employers (IOE) www.ioe-emp.org LabourNet www.labournet.org</p>	<p>ILO’s home page with links to all ILO programmes and departments, including an internal document search engine.</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>The IOE website posts position papers and news and has a special section relating to the Global Compact. Also included are details of membership and useful links.</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>
<p>Natural Disasters</p>	
<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>HazardNet hoshi.cic.sfu.ca/hazard/</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>Natural Disasters: A Pacific Focus www.dev-zone.org/links/natural-disasters</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. Events, information on specific natural disasters in Pacific region. Latest information and news on natural disasters and organizations involved in response.</p>
<p>Natural Hazards Observer www.Colorado.EDU/hazard/sites/sites.html</p> <p>Benfield Greig Hazard Research Centre, University College London www.bghrc.com and www.ucl.geolsci.ac.uk</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>The Benfield Greig Hazard Research Centre is the largest multidisciplinary centre in Europe that specializes in all aspects of natural hazards research globally. Excellent guidelines and training materials.</p>
<p>Refugees and internally displaced</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>

Table 2: Conflict prevention and peace-building resources among major donors

Institution	Institutional Capacity	Policy Frameworks	Policy Tools	Policy Instruments
OECD/DAC	Task Force on Conflict, Peace and Development	Conflict, Peace and Development Co-operation on the Threshold of the 21st Century, 1998	n/a	n/a
European Commission	Development DG, External Relations DG, EuropAid Cooperation Office, ECHO, Policy Planning and Early Warning Unit	The European Union and the Issue of Conflicts in Africa, 1996 Linking Relief, Rehabilitation and Development,	Inter-Service Consultations (RELEX) Logical Framework/Project Cycle PCIA Practitioner's Manual Early	Regional Aid Policy Frameworks (Lomé, PHARE, TACIS, MEDA, ALA) Specialised budget lines (e.g. rehabilitation,

Institution	Institutional Capacity	Policy Frameworks	Policy Tools	Policy Instruments
World Bank	(from 1999), Quality Support Group, Conflict Prevention Network Post-Conflict Unit, Conflict Prevention and Reconstruction Network (Website), Operations Evaluation Department, World Bank Institute	1996 Democratisation, Rule of Law, Respect for Human Rights and Good Governance, 1998 Peace-building, Conflict Prevention and Resolution, 1998 Articles of Agreement amended 1989 Post-Conflict Reconstruction. The Role of the World Bank, 1998	Warning methodologies Training programme "Conflict Prevention in Africa" Comprehensive Development Framework (CDF) Eligibility Criteria for Post-Conflict Assistance Performance Indicators Watching Brief Process Transitional Support Strategy Process (TSS) Country Assistance Strategy (CAS) Conflict Assessment Impact Analysis (CAIA) Evaluation Research Staff training	refugees) ECHO emergency assistance IBRD Loans IDA Credits Learning and Innovation Loans Post-Conflict Fund Japanese Post-Conflict Fund Trust Funds
OSCE	High Commission on National Minorities, Office for Democratic Institutions and Human Rights, Conflict Prevention Centre	Helsinki Final Act (1975) Charter of Paris for a New Europe (1990) Document-Charter on European Security (1996) Helsinki II Summit: The Challenge of Change, 1999	n/a	Fact-finding and rapporteur missions Long-term mission ad hoc steering groups Mechanisms for peaceful settlement of disputes Peacekeeping operations
Belgian Administration for Development Co-operation	Department for Evaluation and Policy Development, Conflict and Peace Unit	n/a	Country Strategy Paper Internal Co-ordination Meetings PCIA (in preparation)	Post-Conflict Fund Advocacy Work on Light Weapons and Arms Trade
DFAIT/CIDA (Canada)	Peace-building and Human Security	Canadian Peace-building Initiative	Policy Framework Regional Strategy	Bi- and multilateral

Institution	Institutional Capacity	Policy Frameworks	Policy Tools	Policy Instruments
	Division (DFAIT), International Humanitarian Assistance Division (CIDA), Pearson Institute Peacekeeping Centre	Strategic Framework, 1999	Country Planning Strategic Document Risk/Conflict Analysis Peace & PCIA	programmes Partnership programmes (NGOs) Canadian Peace-building Initiative Peace-building Fund (CIDA) Peace-building Program (DFAIT) Peacekeeping Missions
Ministry of Foreign Affairs (Denmark)	Intra-Governmental Committee on Peace Issues Peace and Stability Secretariat	in preparation	Sector programmes Logical Framework Project Appraisal Criteria Planning Guidelines Poverty Assessment	Development Assistance Peace and Stability Fund Assistance to Eastern Europe and the FSU (esp. Baltics) Peacekeeping Missions
Ministry of Foreign Affairs (Finland)	Department for Development Co-operation, Department for Political Affairs/Security Policy Advisor for Conflict Issues and Democracy	Finland's Policy on Relations with Developing Countries, Oct. 1998	Country Strategy Guidelines for Programme Design, Monitoring and Evaluation, 1998 Terms of Reference for Evaluations Research co-operation with Finnish universities	Target Country Programmes Humanitarian Assistance (special funds for conflict prevention) Democracy Funds Peacekeeping Missions
Ministry for Economic Co-operation (Germany)	Conflict Prevention Advisor	in preparation	Crisis analysis in development co-operation (Framework), 1998 Pilot evaluation of "Impact of Development Co-operation in Crisis Situations", 1999	Country Programmes Sectoral Programmes
Ministry of Foreign Affairs (Netherlands)	Directorate for Humanitarian Assistance and Crisis Management, Division for Conflict Prevention and Management	Poverty Framework	Country Task Forces Country Policy Frameworks" Conflict Prognosis Model" Project Appraisal and Evaluation Criteria	Conflict Prevention Fund (within Humanitarian Assistance budget) Peace Aid (flexible, high-risk) Sector/Programme Funding
Ministry for		Norwegian		Peace-building

Institution	Institutional Capacity	Policy Frameworks	Policy Tools	Policy Instruments
Foreign Affairs (Norway)		Humanitarian Assistance, Jan. 1999 Democracy-Building in Peace Processes (forthcoming)		focus within Humanitarian Assistance Advocacy work on small arms and anti-personnel mine ban convention
SIDA (Sweden)	Division for Humanitarian Assistance, Dept. for Co-operation with NGOs and Humanitarian Assistance Advisor for Conflict Management	Strategy for Conflict Management and Peace-Building, 1999 Justice and Peace. SIDA's Programme for Peace, Democracy and Human Rights, 1997	Project Appraisal Criteria Conflict Analysis (macro) Impact Analysis (LogFrame) Conflict Prevention Evaluation Criteria (in preparation) Staff training	Conflict prevention part of humanitarian budget
DfID (UK)	Conflict & Humanitarian Affairs Department (CHAD), Conflict Prevention and Peace-building Section	Conflict reduction and humanitarian assistance, 1999 Poverty and the security sector, 1999	Country Strategy Paper Conflict Assessment (in preparation) Staff Training	Regional Programmes CHAD Budget

Source: *Mainstreaming Conflict Prevention and Peace-Building among Major Donors compiled by the International Alert and included in CIDA's online Peacebuilding Compendium.*

Annex 2: Guidelines for Planning Terms of Reference for Needs Assessment Missions

The following worksheet provides some guidelines (which may need to be adapted depending on the circumstances) for planning the basic terms-of-reference for a rapid assessment.

I. Scope

What are the specific purpose, focus and location for this initial assessment? When will the field assessment start?

II. Duration

How much time is available for preparation? How much time will be spent in the field conducting the assessment? How much time will be spent for compiling and analysing the results?

III. Assessment Team Composition

Specify who you include on a four-person assessment team and justify their inclusion on the team (specialists, local experts? NGOs or government participation?)

Assessment team member	Justification/reason for including
------------------------	------------------------------------

	them
1.	
2.	
3.	
4.	
5.	

IV. Reporting guidelines, deadlines and communication strategy

V. Information priorities and assessment methodologies

Below, briefly outline the priority categories of information that must be collected and some specific questions that the assessment must answer. Also suggest sources techniques or methods for obtaining the information.

Information priorities and key questions to answer	Sources, techniques or methods
A. 1. 2. 3. 4.	
B. 1. 2. 3. 4.	
C. 1. 2. 3. 4.	
D. 1. 2. 3. 4.	
E. 1. 2. 3. 4.	

A. An actual example:
The TOR for the Mozambique Mission

1. Background

The recent floods in Mozambique have dramatically devastated one of the poorest countries in the world. From the humanitarian side, the disaster has affected directly more than 800 thousand people who have lost practically everything: shelter, household possessions, jobs, relatives and communities. This situation has the risk of inducing a new wave of rural-urban migration especially to Maputo. This could enlarge the number of the very poor in the urban areas and also threaten the fragile social stability of the country. From the political side, this crisis has wiped away many of the after-war

recovery efforts made by the Mozambicans, compromising the political equilibrium achieved.

Economic activities have been totally destroyed. Most people have lost their productive assets, tools, agricultural production and businesses. Many roads have become impassable and some main railways are still closed. In a recent appeal, the Government of Mozambique (GOM) estimates the cost of repairs to roads and bridges at \$30.5 million, plus \$5.95 millions in repairs to railways. Additional estimates of required rehabilitation costs are \$4.6 million for hydraulic structures, \$950,000 for food balance measures, \$4.5 million for electrical systems, and \$3.5 million for resettlement programmes.

2. ILO Needs Assessment Mission

2.1. Objectives of the Mission

Assess the employment, social and labour-market impact stemming from:

Damage to infrastructure and public facilities.

Loss of productive assets and income generating activities in the informal and formal sectors.

Inefficiency of existing social safety nets.

Analyse the gender implications and also impact on other vulnerable groups

Formulate appropriate recommendations/proposals for ILO's response considering:

Mitigation of the current emergency while reducing vulnerability to future crises.

Preservation of productive assets at the household level, to prevent loss of employment.

Strengthening of existing capacities and reinforcement of local patterns of coping with the crisis.

Ensuring that most vulnerable groups are reached.

Involvement of community bodies such as councils, producers' organizations, women's associations and other relevant groups in the reconstruction process, incorporating a culture of prevention.

Consultations with government bodies, social partners and international organizations, and identification of linkages with relevant initiatives, implementation strategies and other operational arrangements for a quick implementation of the suggested programmes.

2.2 Main Outputs

A report providing a quick assessment of the impact of the damage caused by floods on the employment situation, and an outline of a strategy for employment and income generation on an emergency basis.

A strategy discussed with the Government of Mozambique, the relevant international organizations and the ILO's constituents, linked with immediate follow-up action with other related interventions.

A detailed programme document defining the components of the ILO's response to the crisis in Mozambique, formulated, discussed and approved by the Government of Mozambique.

2.3. Security clearances

Reference must be made to the latest UNSECOORD secretly report and secure security clearance for the UN Security Coordinator before travelling.

2.4 Composition of the Mission

2.5 Costs

Annex 3: Sample project description In Consolidated Appeal Programme (CAP) Format

Employment services centres

(i) Introduction

Appealing agency:	ILO and UNDP
Project number:	
Funds requested:	US\$1,700,000

Project title: Employment Registration and Services Centres
Objectives: Centres at which Timorese can register for work and be assisted in finding work. These centres would also coordinate the labour-market information collected by others and where necessary initiate its own surveys to determine available skills and market demands. The centres would also coordinate the UN agencies' training carried out in both in-country and overseas. Of particular concern would be the promotion of fair working conditions and the understanding of the ILO Conventions.
Target beneficiaries: Local and overseas Timorese seeking work and UN and other agencies seeking workers with various skills.
Implementing partners: ILO, specialist consultants, and former personnel of the Dept. of Manpower
Project duration: 9 months

(ii) Summary

Substantial works need to be undertaken for the rehabilitation of East Timor and this will require a large workforce and skilled and unskilled workers as well as technical and professional personnel inputs. Some preliminary assessments indicate an acute shortage of electricians, builders and plumbers, interpreters and stevedores. Skills development training programmes in Australia and locally have been identified in a separate project and immediate information is required to determine the extent of ongoing training needs based on available skills and demand for skills. Local capacity to manage an employment service is lacking due to the exodus of Indonesian professional and technical staff. A skeleton staff of administrative personnel is however still available. But management staff are lacking; and former Department of Manpower offices are looted and damaged.

Provision is made for rehabilitation and refurbishing as well as for operation and maintenance of the services provided.

Immediate (October 1999 – December 1999) action is to be undertaken for the establishment of employment services centres in the main towns. In the medium-term, the service will be extended nationwide with full re-establishment of a Department of Labour and Employment.

(iii) Objectives

To establish easily centres for:

- registering for work and to advertise;
- information dissemination on basic working conditions;
- monitoring of working conditions;
- provision of overall labour market information and statistics;
- formulation of skills and training needs.

(iv) Strategies

Immediate term

Re-establish by an ILO consultant, the employment services centres as the principal

worker registration facility for Timorese workers.

Let contracts to consultants, for the collection and compilation of labour market information, identifying the actual and the emerging areas for employment absorption and local and other markets for local products.

Recruit professional, technical and managerial staff recruited for the vacant posts in the former Department of Manpower.

Fund the day-to-day operation of the facilities.

Prepare interim plans for medium term operation of the centres.

Prepare Terms of Reference for overall long-term needs of a fully-fledged Department of Labour and Employment.

Assess training needs (for both overseas and local training).

Provide on-job training for staff engaged in the initial phase of the service.

Review short-term social safety nets and social protection mechanisms and recommendations for the introduction of appropriate systems based on those which existed prior to August 1999.

Medium term

Deploy a team of experts in the development of a fully-fledged Department of Labour and Employment.

Review in-depth the physical building and office infrastructure needs to be prepared.

Prepare annual budgetary needs.

Train local staff to be able to take over from International personnel engaged short term.

Review social protection mechanisms including; functional capacities, and financing possibilities, an inventory of legal mechanisms enabling access to social protection and an evaluation of the means required to ensure access to basic needs.

Cooperate with other development partners to assess the flow of external assistance and investments and the overall planning for the integration and reconstruction strategies and plans for East Timor and their impact on both medium term and long term employment.

Prepare elaborate drafts of the relevant employment strategies and other socio-economic policies which can be considered for medium term sustainable employment promotion.

(v) Financial summary

Budget Item	US\$
Contract to ILO consultants and short term specialists	150,000
Immediate repairs and office furnishing procurement	400,000
Costs of in-depth assessment missions	80,000
Repairs and rehabilitation (medium term) throughout the region	800,000
Technical assistance including UNVs	80,000
Operation and maintenance	100,000
Training	90,000
Total	1,700,000

Users will be referred to as assessors in this manual.

^Such as persistent economic and political differences between groups, unequal access among groups to political, social and economic processes (horizontal inequality), historic animosities, erosion of state legitimacy, lack of democratic institutions, widespread poverty, and prolonged unemployment, worsening economic conditions, prolonged economic stagnation, lack of confidence in economic prospects, extremely high aid dependency, high military expenditures, lack of national preparedness for natural disasters and prevention of environmental decline, etc.?

^Sharp worsening in relative deprivation of a particular group, rise in unemployment, very low income earning opportunities, corruption, collapse of confidence in the currency and the economy, state-sponsored violence, resistance to social costs of structural adjustment, human rights violations, weakness or lack of security and protection by government, deterioration in basic goods and services, drought, increasing vulnerability to natural disasters, increases in military arms supply, external support for rebel groups, elections, coup d'etat, etc.?

Monetary, numbers of affected structures and people, etc. are being used.

Biases, in accuracies, etc.

^Such as insecurity or lack of roads or harbour access, etc.

^{E.g.} if some regions cannot be accessed due to security or other problems, are these regions those socially and economically excluded in the first place? If no assistance to them is provided, does this increase the socio-economic inequality that should be taken into account in the response?

^Cgender profiles, ages, family sizes and statuses, languages, customary practices, general distribution of socio-economic statuses, education levels, skill profiles and pre-crisis occupations.

^Physical assets such as food and shelter, trade and employment opportunities, heads of households, social and community support systems, etc.

^Such as household and food supplies, assistance from extended family members, skills, community support systems, coping mechanisms, etc.

^{E.g.} inactive and aid dependent, sports, school, vocational training, receiving trauma counselling, unemployed, temporary employment.

^And reasons for increase, such as death, migration, etc. of male head of household.

^What is the general incidence of domestic violence?

^Can female-headed households own land, etc?

^Numbers of extended household members under the care of the female-headed households.

^Such as break-up of community, ethnic separation (for those in mixed marriages), absence of spouses, etc.

^Are there many young mothers as a result? What is their status in their communities and can they keep the baby?

^Such as the short and long term effects of systems of targeting and distribution.

^Such as neglect of gender considerations or lack of presence of women at the planning stages.

^Needs of spouses and female combatants.

^Such as class, race, religion, ethnicity, age, and ability.

^Such as changes in sexual division of labour, roles in combat, etc.

^ILO highlights and mainstreams gender concerns among all groups. In order to form an accurate picture of gender roles both pre- and post crisis to highlight the effects of the crisis, the assessment should:

- Point out (past, present and potential future) imbalances and disparities that should be corrected
- Determine whether changes induced by the crisis are temporary or will have a more lasting effect
- Challenge gender-based assumptions, and pinpoint what both men and women gain and

lose in crisis situations
Identify capabilities to be strengthened in order to reduce future vulnerabilities to crises

^Water and sanitation, shelter, roads, community buildings.

For example, collapse, leakage, explosion, etc.

^Such as lack of or un-enforced building codes, poor maintenance or poor quality building materials.

^Single-family, attached, low-rise and high-rise family, schools, government buildings, hospitals, churches.

^Weather, culture, safeguarding of assets, etc.

^Government planning, international or regional response.

For example, broken pipes, contamination, damaged pumping stations, etc.

^Assessed by bacterial tests, or the smell and colour of the water.

^Minimum = 15 litres/person/day.

For example, damage to sewer systems or overcrowding. Are there separate facilities for women? Do people have adequate cooking, cleaning and storage supplies?

^Roads, bridges, energy generation facilities, railroads, seaports, airports, hospitals, schools, communications, warehousing, etc.

^Based on economic sector assessments, World Bank economic analyses and debt analyses, reports on economic indicators and production reports.

^In agriculture and what percentage require off-farm work, wage employment in the civil service, public enterprises and the private sector and employment through small scale and micro-enterprises

^Such as small businesses and micro-enterprises, cultivable land standing crops and other agricultural assets, fishing boats, etc.

^Such as decline in incomes, increasing numbers falling below the poverty line, increases in absolute poverty, decline in public services, threats to educational and health status, and increased crime and violence.

^Household furnishings, jewellery, and productive assets.

^Such as food aid, agricultural aid, rural credit, loans, grants, subsidies to restart small businesses, etc.

^Hospitals, schools, vocational training centre, judicial system, banking system, pension system, social security and social protection, transport, etc.

^Community mobilization, local-based self-support organizations.

^Participation in political office and administration, and in the military and the police, increased access by one group to government employment and state resources, political patronage, unprosecuted corruption, etc.

^Such as in terms of minimum age admission to employment, measures to abolish forced labour, minimum wage, wages of unskilled workers both in the public and private sector, non-discrimination in employment, working conditions, work injury insurance, right of association for workers and employers, right to collective bargaining, and equal remuneration for work of equal value, among others.

^Closed, semi-open and/or open system.

^Direct placement, special placement for disabled persons, foreign workers or executives.

^Inclose its capacity to use labour market information to provide guidance on employment and training, and link, if any, with the training system.

^Inclose group activities (e.g. job clubs, job fairs, group courses/workshops); individual or intensive assistance (e.g. vocational guidance, intensive counselling to long term unemployed people or hard to place people, specialized counselling to particular groups of disadvantaged job seekers such as disabled persons, women, single parents, youth).

^Inclose organization and financing of training programmes; contribution of PES in selecting participants, finding and selecting training providers, monitoring and evaluation of training programmes.

^Describe organization and (co)-financing of public work schemes (e.g. local community development schemes); promotion of self-employment.

Comment on cost-effectiveness of temporary wage subsidies programmes.

^Important issues here are the structure of benefits, their financing and the administrative organization.

^For different groups and parts of the country.

^Based on economy and budgetary situation and their probable short- to medium-term development.

^Taking into account the income and asset situation of the people concerned.

^Existing social administration and/or local government offices, etc.

^Insurance, mutual aid activities, child care, savings and credits, etc.

^Public, private, training fees or other resources.

^Which skills? Duration of the courses (in total hours, not in days).

^Which skills? Duration of the courses (in hours, not in days).

^National tripartite consultative body or bipartite institutions.

^Human, financial, access to information, etc.

^Such as definition of labour standards, elaboration of working conditions, participation in the definition of the national economic and social policy, etc.

^In particular with regard to limiting Government involvement in delivery of BDS and stimulating the development of a market for these services.

^That addresses the need for policy development and implementation rather than BDS delivery.

^A *market assessment is critical to designing interventions in BDS*. This does not need to be a large study. A rapid assessment covering a small sample of enterprises, focus group discussions with enterprises and providers of BDS, as well as interviews with key informants (providers, donor agencies) is appropriate in the context of post-crisis countries. A local market research firm or consultants can be hired to do this work.

^Recognising that there may be a difference between “perceived needs” and “real needs”, and that it is difficult to determine willingness to pay in underdeveloped and/or distorted markets.

^Including informal and indigenous sources (for-profit providers).

^Or delivered as part of business-to-business relationships.

^Base on Business Development Services for Small Enterprises: Guidelines for Donor Intervention, 2000 edition.

^Including improvement of existing services, and strengthening the capacity for service delivery (training of providers).

^{E.g.} trainers, counsellors.

The selected partners should be those that provide BDS in a business-like manner. They should be demand-led, entrepreneurial, and act as commercial market players. Successful BDS providers often focus on a limited range of core businesses and do them well, rather than diversifying too broadly. BDS providers should develop transactional relationships with SME clients, based on exchange rather than charity, and develop a sound understanding of the needs of their clients as part of their business strategy (From: Business Development Services for Small Enterprises: Guidelines for Donor Intervention, 2000 edition).

^Donor support should preferably be limited to product and capacity development. However, in most countries the market for BDS is weak. This may be especially true for post-crisis countries. Some financial support to service delivery may therefore often be required. The scale of such support can be gauged from the market assessment.

^For instance through vouchers that allow SMEs to buy the services they want.

^Such as credit, savings, micro insurance, micro leasing and guarantee funds.

^Such as individual loans, group-guaranteed loans, Grameen style group lending, village banking, and revolving funds.

^Such as non-bank financial intermediaries, savings and credit cooperatives, savings banks, commercial banks, development banks, government organisations, donor projects, self-help groups, informal money lenders, rotating savings and credit associations.

^In terms of the following: market analysis, planning and budgeting, credit policies and procedures, internal controls, financial administration, management development, management information systems, product development and organisation and governance.

^I.e. to what extent is the sector confronted with political interference or corruption, or with unfair competition through subsidies?

^E.g. credit activities, savings activities, leasing activities, insurance activities, others. Is the enforcing system for financial contracts operational (rule of law)?

^In terms of labour availability, labour costs, technical scope of work and quality standards, availability of complementary equipment and material resources, and the timeframe for the execution of the works.

^Assess availability and stability and location of roading materials, building and structural materials (timber, bricks, concrete blocks, roofing materials, water, cement, etc.).

^Labour and materials.

For both the local level planning as well as the infrastructure activities.

As well as other employment related programme components.

And quantify inputs and jobs potentials.

And with smooth transitions between all phases.

^In terms of numbers, gender, ages, family status and average family sizes, and their geographic location.

^Are they particularly vulnerable to additional or secondary effects of the crisis? Why or why not?

^Government, community or external assistance.

Public works, training, productive activities, etc.

To track and reduce dependency as vulnerability declines.

Difficult pregnancies, miscarriages, still births, infant mortality, etc.

^See ***ILO Generic Crisis Response Modules***.

^See phased programme descriptions for each crisis type in ***ILO Generic Crisis Response Modules***.