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International Labour Organization

# Rapid employment creation in times of crisis:

## From cash for work to sustainable recovery and livelihood development

**Principles and experiences**

**Employment Intensive Investment Programme**

Regional Office for Asia and the Pacific

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## Abbreviations

| | |
|---|---|
| AusAid | Australian Aid |
| CAP | Consolidated appeals process |
| CFW | Cash for work |
| DOLE | Department of Labour and Employment, the Philippines |
| EII | Employment intensive investment |
| EIIP | Employment intensive investment programme of the ILO |
| FFW | Food for work |
| ILO | International Labour Organisation |
| INGO | International non-government organisation |
| LA | Local authority |
| LB | Labour-based |
| LI | Labour-intensive |
| LRB | Local resource based |
| MFI | Micro Finance institutions |
| MLE | Ministry of Labour and Employment |
| NGO | Non-government organisation |
| PESO | Public Employment Services Office, Philippines |
| PLWD | People living with disabilities |
| RADA | Reconstruction and Development Agency, Sri Lanka |
| SDC | Swiss Agency for Development & Corporation |
| SME | Small and medium enterprise |
| UN | United Nations |
| UNDP | United Nations Development Programme |
| UN-OCHA | United Nations – Office for the Coordination of Humanitarian Affairs |
| UXO | Unexploded objects |
| W | Workers |

## Contents

# 1

# Rapid employment creation and introduction to cash for work (CFW)

# Rapid employment creation and introduction to Cash for Work (CFW)

In recent years Cash for Work (CFW) has become established as an important mechanism in response to disasters. The question is no longer if CFW should be considered as an option, but how to ensure that it is only implemented where appropriate and that the scheme itself is compatible with the needs of the affected communities. The ILO has a specific role to play in ensuring that CFW schemes are designed and implemented in a fair and decent manner.

The ILO has specialists dedicated to working on the prevention and response to crises. Materials and support are available, for assessments and a wide range of responses. This guide is dedicated to one response only and that is CFW. ILO has experience in several countries in the planning and implementing of CFW schemes. The Employment Intensive Investment Programme (EIIP)[1] of the ILO with its long experience in the

1 http://www.ilo.org/emppolicy/areas/employment-intensive-investment/lang--en/index.htm

application of labour-intensive and labour-based technologies and local resource-based approaches to community and public infrastructure provision, maintenance and environmental works, has taken the lead in CFW for the ILO.

The aim of this document is to offer advice and procedures for the planning and implementing of CFW based on EIIP's practical experiences.

A major concern of the ILO in all its actions is the provision of decent work opportunities. The aftermath of a disaster is no exception, and the designing and implementing of CFW needs to be fair, equitable and non-exploitive.

The ILO has received numerous requests for technical assistance from local ILO Offices NGOs, UN agencies, local authorities and others involved in planning of disaster responses or who find themselves at the sharp end in designing, planning and implementing CFW programmes in crisis situations. This document has been prepared in response to these requests and is considered as a means of making more accessible to those involved in humanitarian response the technology, methodologies, experiences and lessons based on international experience, but focussed on the ILO work.

## 1.1 Target audience for this document on principles and experiences

The aim of this document is to provide advice to:

- All who are tasked with establishing and managing a CFW programme in the immediate post conflict or post natural disaster setting,
- Governments and local Development Partners,
- ILO Country Offices,
- ILO Consultants,
- ILO Development Partners (UN, bilateral, (I)NGOs, and Civil Society)

## 1.2 Scope and purpose of this document

The intention is to provide guidance on using the results of post–crisis assessments and to progress from there to decision-making as to whether CFW is appropriate for the given situation and if appropriate, what form it should take. The document will focus primarily on the technical and managerial aspects of establishing and implementing equitable, efficient, CFW programmes that address immediate humanitarian needs while reinforcing core labour standards and thus reinforcing human rights that may be neglected in the immediate post disaster response. The document also looks at the progress from emergency CFW through the recovery phase leading on to development.

This document describes appropriate and effective approaches to develop CFW schemes which are realistic in their goals and based on competent implementation plans.

The document deals with the four main aspects of this type of work:

i. planning and designing CFW;
ii. implementing CFW;
iii. moving from emergency response to recovery and development; and
iv. linkages to "Green Jobs" and environmental protection

This work is intended as a living document to be enlarged/ reduced and improved through lessons learned in the implementation of new CFW schemes. This first edition is based on ILO experience of CFW to date. Reference is also made to knowledge gained from work in other regions and work implemented through other organisations.

## 1.3 Basic definitions and descriptions

This section contains a few basic descriptions of terms that will be used in the text. More information on general crisis work and the ILO response is available from the ILO's CRISIS Programme[2].

- **Crisis**

The term Crisis encompasses a variety of situations in which the functioning of society is seriously disrupted, causing widespread human, material or environmental losses which exceed the ability of the affected society to cope using it own resources. A clear and marked deterioration in this ability to cope, whether among specific groups or entire communities, often generates the need for external intervention to support those in difficulty[3].

Crises include: natural disasters; armed conflicts; financial and economic downturns; and social and political transitions.

- **Cash For Work (CFW)**

The term Cash for Work (CFW) is a relatively new term in the humanitarian glossary. It is used as a means of distinguishing a cash-based method of payment for work from the food-based, Food for Work (FFW). FFW activities have been and are still a major component of most humanitarian and crisis responses. Although recent publications refer to CFW as a new concept, this is not correct. There are many examples in history

2 http://www.ilo.org/emppolicy/areas/crisis-response/lang--en/index.htm
3 ILO, ILO Generic Crisis Response Modules, Geneva 2001

of the use of temporary employment programmes for cash distribution as part of a humanitarian response.

For the purpose of this document CFW should be considered as a short term intervention that provides a cash payment in the form of wages to large numbers of people. The cash is earned through participation in any safe activity which responds to an immediate and pressing need. Work is often carried out on public or community infrastructure which addresses the affected population's immediate physical needs or supports the revival of their livelihoods. However the activities are not confined to infrastructure works and can be used to support environmental works, voluntary care workers and home production (e.g. blanket and clothes making for victims of a disaster). The main purpose of CFW is to provide a short-term cash income to vulnerable people or communities so that they have the means to purchase food in the event of food insecurity or to kick start or restore household and local livelihoods. CFW is started during the humanitarian phase of the response to a crisis. When the immediate humanitarian phase is completed CFW can then develop into or be replaced by longer term sustainable employment and livelihood programmes.

- **Labour-intensive methods (LI)**[4]

Labour-intensive methods are the application of a technology where labour is maximized (though not necessarily efficiently used) in order to create as great an employment impact as possible. It is often preferred where income-generation and job-creation are the principal, short-term objectives – for instance, disaster relief or food-for-work projects. In labour-intensive works there may be less emphasis on the quality of the output and less attention to the sustainability of the outcomes than in the labour-based methods illustrated below.

- **Labour-based methods (LB)**[5]

Labour-based technology aims to apply a labour/equipment mix that gives priority to labour, but supplements it with light equipment where necessary for reasons of quality or cost. Equipment may be needed for certain construction activities, such as long distance hauling, compacting, rock works or high quality surface work that is difficult for labourers. The term "labour-based" thus indicates that a flexible and optimal use is made of labour as the predominant resource, while cost-effectiveness and quality aspects are ensured.

- **Local resource-based methods (LRB)**[4]

A local resource-based approach comprises work methods and technologies where the

4 Source: ILO, Local Resource-Based Approaches for Infrastructure Investment Source Book, ILO, Sub-Regional Office for Southern Africa, Zimbabwe, 2010

5 Source: Tajgman, D & de Veen,J, EIIP: Labour Policies and Practices, ILO, Geneva 1998,

use of local resources is favoured and optimized in the delivery and maintenance of infrastructure assets. Labour-based technologies are used, but LRB goes beyond the mere choice of applying LB technology by acknowledging the wider local context and capacities.

Local resources include local labour, local materials, local knowledge, skills and culture, local enterprises (usually small- and medium-scale), local institutions (including local government, training institutions, trade unions and employers' organizations, Non-governmental Organizations (NGOs) and Community Based Organisations (CBOs), locally produced tools and equipment and local social capital (traditional structures, solidarity and trust).

- **Green Jobs** [6]

In Asia and the Pacific the indications of climate change are evident. An ADB study has shown that in the period from 1960 to 2008, the number of storms and floods in Indonesia, Philippines, Vietnam and Thailand has risen significantly. In the period from 2000 to 2008 the annual number of floods and storms rose from 23 to 58 in Indonesia and from 34 to 60 in Vietnam. An Oxfam research study has shown that, globally, the number of people affected by climate related disasters has almost quadrupled since 1980[7].

Local communities and institutions need to be supported with the tools and techniques to deal with the impact of climate change. Investing in local infrastructure, including agricultural infrastructure and environmental protection, can help communities to adapt. At the same time these investments can be used to generate income and create jobs. These jobs then qualify as "Green Jobs". The activities or works are often referred to as "Green Works".

In the aftermath of a natural disaster, governments, institutions and communities need to reconstruct durable and environmentally appropriate infrastructure that will not exacerbate the effects of climate change but mitigate their effects. Although more significant in relation to natural disasters, conflicts also result in deterioration of the environment and the need for any new or reconstructed infrastructure to redress the damage and ensure that what is created will have no further detrimental effects on the environment.

The ILO has prepared a guide on Green Works in response to climate change. The manual examines opportunities to implement works and creating employment in the

6 Source: Local Investments for climate change adaptation: green jobs through green works, ILO 2011,

7 Source: Oxfam – CRED-EM-DAT Global Natural Disaster Occurrence and Impact 1980 – 2007, as included in the Local Investments for climate change adaptation: green jobs through green works, ILO 2011,

following categories:

- Irrigation
- Soil and Water conservation
- Flood control
- Rural Transport, and
- Forestry

Any of these categories may need to be addressed in the recovery from natural or man-made disasters.

## 1.4 How to use this CFW document

Each section is planned so that it can be consulted separately, and so that practitioners can find the sections that are relevant for their work and involvement with emergency response. By combining the different sections together in one volume it also offers the chance for each partner to learn more about the whole cycle of planning, designing, implementing and monitoring CFW programmes and projects. In each section special mention is made of environmental protection options – i.e. "green works".

The document is divided into 6 parts as follows:
*Part 1 Rapid Employment Creation and Introduction to Cash for Work (CFW)*

*Part 2 Basic Design Decisions for a CFW Project/Programme*
Often the designer of a CFW project or programme is expected to make an initial proposal and then once the proposal is accepted or funded, to work out the detail for the individual CFW activities and their implementation. However, the outline proposal cannot be made without considering the context, options available, and types of interventions. This section discusses the options for the overall design of a CFW project /programme.

*Part 3 Designing Sub-projects (CFW activities)*
This section considers the inputs and effectiveness of different types of CFW activities, and the planning and design of the individual sub-projects at district, community or camp level.

*Part 4 Implementing CFW*
Once the decisions have been made on the design of the project and the types of CFW to be implemented, the actual organisation and implementation needs to be prepared and carried out. This section presents advice for safeguarding the goals and principles of the CFW throughout the implementation.

*Part 5 CFW experiences and the transition to LRB Works*

In this section, two case studies have been chosen for closer examination. One of the most successful CFW projects implemented by the ILO is in Timor Leste. Not only was the CFW well received by communities and governments, but as a result of the good work and the appropriate inputs follow–on projects and programmes have received continued support and LRB approaches are now being implemented in many areas of the country. This case study highlights the opportunities and decisions which led to this success in implementing first CFW and then continues with the transition to LRB projects and government programmes. In the Philippines, CFW has been carried out in partnership with a wide variety of actors and the case study highlights the results that can be achieved through cooperation and resource sharing.

*Part 6 Emergency Response to Recovery and Development*

In many countries affected by a crisis, poverty and unemployment already exists even before a crisis occurs. The sequence in moving from emergency response to early recovery to recovery and then on to a return to normal development, provides an opportunity to move from immediate response CFW activities to a more structured local resource-based approach for the provision and maintenance of infrastructure and environmental works. Through linked progression from CFW to LRB, the gap which often occurs between humanitarian response and the return to development can be bridged and work opportunities sustained within the affected communities.

The layout in parts 2, 3 and 4 of this document follow the 10 principles described in section 1.9 below.

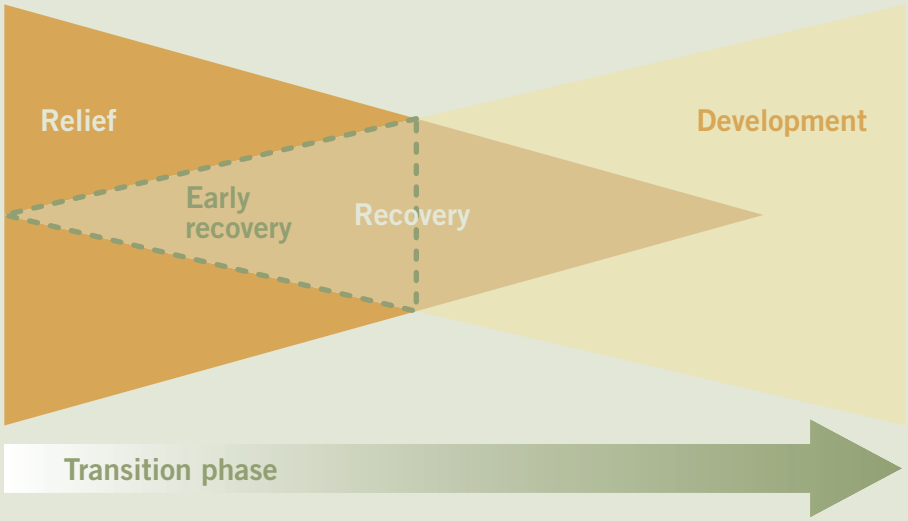
## 1.5 Context of the response to a crisis:

### 1.5.1 Stages in responding to a crisis

The first response to a crisis caused by a natural disaster is immediate humanitarian relief. Peace-keeping as a first step will only be needed in post-conflict situations, and these are fortunately reducing. A process of transition takes place from humanitarian relief to early recovery, to recovery/reconstruction and finally to the continuation of the interrupted normal development. This is captured pictorially in the diagram below [8]. It should be noted that there is rarely a fixed pattern as to how this transition process develops, especially in the aftermath of armed conflicts. When responding to natural disasters, the speed of recovery of different geographical areas and of different sections of the population can also vary greatly.

8 Source for Figure 1.5.1: Guidance Note on Early Recovery, Cluster Working Group on Early Recovery, in cooperation with the UNDG-ECHA Working Group on Transition, 2008

Figure 1.5.1 From crisis to recovery and return to development




As can be seen in the diagram above, relief, early recovery, recovery and even development can be on-going simultaneously. This work will look at the options for CFW in the various settings from humanitarian relief to planned development.

### 1.5.2 National and international coordination

**Emergency response**

National governments bear the major responsibility for disaster /crisis/ emergency response. The most common immediate responses to disasters are rescue and relief operations aimed at saving lives and meeting the basic needs of the affected population. In disaster-prone nations, there is often a National Recovery Agency or Ministry which will take the lead in the aftermath of a major disaster.

Depending on the size and nature of the catastrophe, the government may invite the UN for support in responding to the needs of the affected population and in the coordination of national and international offers of assistance. The UN has a specialist agency set up to support countries in their efforts to respond to a disaster and to assist in the major task of coordination of the relief effort: the United Nations Office for the Coordination of Humanitarian Affairs (UN-OCHA). Where a disaster or crises is localised, and the government well prepared, there may be no need for additional support from the UN in liaison and organisation. Whichever organisation is tasked with coordination, the ILO should cooperate with them to ensure that the response fits within the country's disaster response plan - where this plan is transparent and fair.

In the case of an international response, the international agencies will coordinate their response through a cluster arrangement.

**Rapid Assessments**

In larger emergencies, rapid assessment tools are critical to analyze the situation, assess needs and identify the most appropriate response. The ILO will usually take part in an assessment as part of an interagency assessment team. As a UN specialised agency whose mandate is to promote employment, social dialogue, social protection and international labour standards it naturally concentrates on employment and employment related issues. A typical approach during an assessment will be to:

- Make employment central to any response
- Ensure a rapid response
- Link relief to development
- Strengthen and build on local capacities.

While many humanitarian agencies and NGOs would share this approach to various degrees, it is the emphasis on employment creation, linking relief to development and optimizing local capacities where the ILO may differ somewhat from a more traditional humanitarian approach that is often concerned with a rapid response to meet immediate physical needs.

All agencies and NGOs share similar concerns and priorities with regard to post –crisis targeting and rapid response. In addition, the ILO, aims to ensure that opportunities are grasped to support improvements in post crisis policies and planning, programme systems and institutions. This support may address some of the root causes of the vulnerabilities contributing to humanitarian crisis.

The ILO has developed a generic rapid needs assessment manual[9] that facilitates the assessment process by providing checklists, sectoral questions, and advice on setting up and reporting. As would be expected, the document concentrates on the ILO core mandate and on the linkage between short medium and long term measures. The ILO also participates with other international and national partners in the assessment of job and livelihood losses as well as social protection needs through surveys for the "Damage and Needs Assessment".

9 Source: ILO Crisis Response Rapid Needs Assessment Manual, ILO, 2002

Many other agencies, NGOs have developed their own assessment tools. They are to a large extent very similar and reflect to some degree the particular beliefs or ethos of the respective organization. The reader is also referred to the Sphere[10] handbook that has identified codes of conduct, minimum standards to be attained in disaster assistance, and responses in five key sectors. It includes advice on the appropriateness of CFW interventions.

## 1.6 ILO crisis response options:

The ILO's response to a crisis situation may include a combination of responses and will not necessarily be limited to CFW only. In some cases it will be of advantage to combine CFW with other ILO supported initiatives, such as:

- The provision of Emergency Public Employment Services to facilitate the matching of people seeking work with available work opportunities
- Skills development, where emergency training in building skills can take place to assist individuals to actively participate in the recovery and reconstruction
- Support to the recovery of small and medium enterprises
- Local Economic Development for the revitalisation of the local economy.

For the purposes of this document, the process for designing a CFW activity only will be further examined.

### 1.6.1 Proposal document based on CAP

Before dealing with the CFW directly it is worth mentioning that often after a major disaster or crisis a Consolidated Appeals Process (CAP) is coordinated by UN-OCHA. Any agency seeking funding for humanitarian and early recovery projects will participate in this process. Any appeal for funds for a CFW project will take place in this framework, although individual dialogue with other potential donors is often necessary.

Any CAP preparation will be supported through the ILO CRISIS Response Programme[11], and more information is available from them and from the Office for Coordination of Humanitarian Affairs (UN-OCHA). The CAP document format is available on the UN-OCHA website.[12]

10 The Sphere Project was launched in 1997 by a group of humanitarian NGOs and the Red Cross and Red Crescent movement. Sphere is based on two core beliefs: first, that all possible steps should be taken to alleviate human suffering arising out of calamity and conflict, and second, that those affected by disaster have a right to life with dignity and therefore a right to assistance. Sphere is three things: a handbook, a broad process of collaboration and an expression of commitment to quality and accountability. The project has developed several tools, the key one being the handbook.

11 www.ilo.org/employment/areas/crisis

12 www.ops.unocha.org

## 1.7 Cash for Work

### 1.7.1 Purpose

There are five general objectives underpinning CFW programs, and any or all may apply:

- Food Security/Basic Needs – The goal is to supply people with cash when food and necessary household goods are readily available in the markets but communities do not have the necessary assets to obtain them.
- Providing temporary income support to affected individuals in a climate of reduced economic activity - The availability of short-term employment and income helps the affected communities to retain fundamental assets such as livestock, equipment or land.
- Kick starting economic activity – The goal is to reintroduce cash flows into beneficiary communities, revitalize local markets, and restore basic economic functions.
- Restoring economic and social assets - Typical activities may involve the improvement of community or public owned assets: digging/clearing irrigation canals, repairing schools, fixing water and sanitation systems, environmental works, repairing access roads.
- Temporary stability after a large-scale emergency - CFW programming may be desired by host governments as a way of creating jobs to keep people busy, eg ex-combatants, demobilized militias, or to act as an incentive for a population to remain in a disaster hit area instead of migrating elsewhere in search of new livelihoods.

These objectives are only temporary in nature and should be replaced by a more comprehensive employment programme[13] when the situation allows.

Before any CFW programmes are prepared, the rapid needs assessment must clearly indicate a need for temporary employment and the appropriateness of CFW as a tool to provide this employment.

CFW empowers individuals and households to take control and act on their own decisions by providing them with cash to meet their needs. In other words, CFW provides people with productive and compensated work opportunities which contributes to the process of returning to normalcy.[14]

13 Source: Mercy Corps Guide to Cash for Work Programming.

14 Source: Policy and Operational Guidelines, Timor Leste Cash for Work Programme, ILO, UNDO, MLCR, 2006

Combined with the need for an immediate response, must be recognition of the far reaching consequences of CFW activities started at this early stage. Any programme of CFW should be designed to allow a later transformation into a more regulated employment scheme with quality works, within longer-term development policies. Any inappropriate decisions (e.g. rewarding very small amounts of work with high wage payments) can have serious implications for future labour-based and local-resource-based programmes.

## 1.8 Ten principles of a good CFW[15]

In designing a CFW project or programme, the following ten principles should be achieved:

1. Need for temporary employment established and appropriateness of payment in cash
2. Effective targeting combined with open and transparent access for target groups
3. Participatory project identification and planning – affected communities and government
4. Appropriate activities which create sufficient employment
5. Adequate complementary inputs and technical support,
6. Effective planning and implementation of operations
7. Appropriate wage rate with non-discriminatory wage payments
8. Efficient and effective payment arrangements – transparency and accountability
9. Health and safety (including security)
10. Coordination and information sharing

The various sections of the guide are arranged so as to ensure that the 10 principles are addressed. Sometimes more information is needed than is included in the 10 principles but these principles form the basis for designing and implementing a successful CFW project.

## 1.9 Importance of local context for CFW

CFW cannot be looked at in isolation, but needs to be designed to fit with other interventions, to be complementary and appropriate to the specific emergency settings. In some cases, the most vulnerable sections of the population may be able to receive assistance through social payments or distribution of free food and household goods. In such cases, the CFW can be designed to attract able-bodied family members from the affected community. Where no alternative safety net is available, then the accommodation of less-able members of the community must be included in the planning.

15 Adapted from: Vaidya, Kirit; A guide for conducting studies for wage setting and estimating labour supply response for public works programme and employment guarantee schemes (Draft), February 2011

In post-conflict situations, there may be a special need to involve ex-combatants within the beneficiaries as a measure to improve the chances for a more lasting peace and to hinder further outbreaks of violence. Even where no conflict exists, the dignity of the members of the affected communities ought to be taken into consideration and their need to earn money and begin to regain control of their own lives.

By injecting cash into the local economy, CFW contributes to a general economic recovery not just for the participants, but also for the local markets.

## 1.10 Determining the appropriateness of a CFW response

A CFW response will be appropriate if the following conditions are met:

- Communities face food shortage not from lack of commodities but from lack of purchasing power.
- Markets are functioning and accessible so as to meet any increase in demand for essential goods as a result of increased spending power. The additional demand due to increased spending power will not have an inflationary impact on the price of basic goods.
- Labour is available and people are willing to work. It is important that issues such as seasonal calendars which affect traditional livelihood requirements (e.g. land preparation), recovery of income generating activities, and religious obligations, are factored into the assessment.
- Cash can be delivered safely and effectively. Movement of cash can pose a security threat. Thus an analysis is needed to determine the risk level and possible mitigating factors, to decide whether the risk level is acceptable.
- Workers are allowed to utilize their cash wages as they wish without fear of undue interference, coercion or extortion from authorities, warlords, gangs etc. Important that provision of wages does not put workers in a situation where they fall prey to banditry or are forced to pay protection, security taxes etc to local militia, warlords etc.
- Local authorities and local power brokers will respect operational guidelines not to politicize the CFW programme and if necessary systems are in place to counter inappropriate political interference and thus avoid increasing political instability and social tensions.
- If no other provisions are made for elderly, disabled etc. through an emergency social benefit system, they need to be effectively included[16].

16 Sources as for reference footnote18 below

## 1.11 Advantages and disadvantages of CFW schemes

The table below offers an overview of the advantages and disadvantages of CFW. Even in situations where the disadvantages exist, the listing of these should assist managers in planning a CFW project that minimises the disadvantages by including mitigating measures at the design stage.

Table 1.1: Advantages & disadvantages of cash for work programmes[17]

| Advantages of CFW |
|---|
| Empowerment of individuals: It provides households with a degree of choice with regard to their own spending priorities. |
| Cost effective in comparison to alternatives (e.g. restocking, seed distribution, FFW etc.). |
| Ease of administration: relatively low distribution costs (especially when compared with food). |
| Makes up for lack of variety in food rations. |
| Short-term employment creation: beneficiaries receive a greater proportion of donated money. |
| Boosts the local economy: can stimulate the recovery of the local economy with positive impact on petty traders, local markets, food prices etc. |
| The CFW projects themselves provide social benefits to the community as a whole. (rehabilitation of damaged community assets). |
| If properly designed and managed, may improve women's and marginalised groups' status through their participation. |
| Self-targeting: wages will be at a relatively unattractive minimum wage and better-off beneficiaries will not want to participate. However, the wages must never be exploitative. |
| Reduces the risk of corruption (money is earned directly by the beneficiaries). |
| Mobilisation can be achieved more quickly than alternatives such as food purchase and transport. |
| Asset preservation: Can help prevent the selling-off of assets and the accumulation of debt that can arise post-crisis. |
| Can reduce social disruption caused by coping mechanisms such as people migrating to look for work. |
| May be an opportunity to introduce rapid skills training. |

17 Sources: Cash for Work Programming, A Practical Guide, Oxfam, 2002, Guide to Cash for Work Programming, Mercy Corps 2007, Rough Guides to Emergency Food Security & Livelihoods Programmes, No. 3.1 Cash Transfer Programmes: Cash for Work, Oxfam, & Policy and Operational Guidelines, Timor Leste Cash for Work Programme, ILO, UNDO, MLCR, 2006, In Focus Programme on Crisis Response and Reconstruction, Recovery and Reconstruction Department, Fact sheet, ILO, 2003

| Disadvantages of CFW |
|---|
| Cash economy: only viable in cash economies. |
| Market economy concerns: can lead to inflation and price distortion if not properly monitored and coordinated. |
| Can take time to set up: even with a rapid response it may be slower than cash grants in the immediate aftermath of a disaster. |
| Target population may be limited: Work is often inappropriate for the most vulnerable (sick, old, children). |
| The workload of women may be increased. |
| Provision of cash may provoke other social problems such as family disputes and domestic violence or anti-social use such as alcohol abuse. Women may not retain control of their income. |
| CFW may affect community participation: in future community projects – the participants may expect to be paid. (ILO would prefer to see as much employment as possible even in community projects and therefore this is more likely to be a criticism from other organizations). |
| FFW may be better for self-targeting of the most vulnerable, and women may be better able to control food rather than cash. If there are specific nutritional aims attached to the transfer, then food may be more effective than cash. |
| There is potential for corruption and diversion: including capturing by elites. |
| CFW can create dependency: May divert people from other productive opportunities. |
| Higher security risk. |
| May be insufficient skilled workers to implement parts of the works and therefore it may not be possible to employ the target number of unskilled workers. |

Explanation and options for minimising the disadvantages will be discussed under the relevant sections as part of the decision-making process.

## 1.12 Cash for Work and the ILO

While the aim of a CFW programme is similar among many agencies, the ILO as an organisation places emphasis on certain aspects of CFW interventions. The following elements are key to an ILO response.

### 1.12.1 ILO and Decent Work

ILO defines Decent Work as work that:

- Meets people's basic aspirations, not only for income, but also for
- Security for themselves and their families
- Without discrimination or harassment and providing equal treatment for women and men.

ILO's four strategic objectives in support of Decent Work are:

a. Work and Employment
b. Fundamental rights at work
c. Security and social protection
d. Representation and social dialogue

The design of an CFW project even in an emergency response situation needs to take these fundamental principles into account and make sure that the design of the CFW maximises to the extent possible the compliance and/or improvement of the employment opportunities in line with Decent Work.

CFW complies with (a) as it provides work opportunities for people in acute need of temporary employment.

Through the design of the CFW, (b) fundamental rights can be ensured in terms of: freedom from discrimination, freedom from forced labour, and freedom from child labour. Even freedom of association can be accommodated although the rapidity of the response and the temporary nature of the employment may make this more difficult to achieve and it may be better to design the CFW with care on protective measures so that the workers enjoy sufficient safeguards.

Also at the design stage, the (c) security, health and safety of the workers at all levels needs to be considered and especially where the working environment may contain health risks. (See section 2.9.1 below)

(d) Representation and social dialogue, can be achieved to the extent that communities participate in the decision-making about the CFW projects and the work approaches.

## 1.13 Employment intensive investments and CFW

Before continuing with CFW, it would be advantageous to consider the similarities and the differences in approach between CFW and Employment Intensive Investments promoted under the ILO's Employment Intensive Investment Programme (EIIP).

### 1.13.1 Shared objectives EIIP and CFW

EIIP was created in the mid 1970's under the World Employment Programme as part of the ILO's response to the deteriorating employment situation in developing countries. Since then, the programme has been active in 70 countries and assisted ILO's member States in setting up and implementing labour-based work schemes as a major means of employment promotion and income generation.

The programme has grown over the years and taken up added dimensions. Following an initial focus on government implemented programmes, it now works largely with public and private partnerships, developing appropriate governance structures for programme implementation by private sector and communities. The programme is covering a wide range of options from relief, emergency and "special" public works programmes to long-term employment generation and investment programmes.

Currently, EIIP engages in 43 countries worldwide of which half are African countries while Asian and Latin American countries both account for a quarter of the countries covered. EIIP aims to further evolve and scale up its programme in the context of the "Decent Work Agenda" to drive a well documented and empirically justified approach that sees a larger share of investments being made towards combined economic and social goals. The recent food, fuel and global financial and economic crisis have underscored the importance of EIIP as a major ILO contribution to face the employment challenge today and in the years to come[18].

It is obvious that the common CFW intervention such as debris removal, garbage and waste removal, road maintenance works, flood protection, reforestation, repairs to local irrigation and water systems etc are by their nature labour intensive, and thus these provide opportunities for the application of the labour intensive and labour-based technology knowledge.

However, while EIIP and CFW have a lot in common, there are important differences that must be recognised. This is due mainly to the context in which both are

18 Adapted from: ILO Technical Cooperation Intervention Model Series, Employment Intensive Investment Programme (EIIP), ILO, June 2011,

applied. CFW is used as humanitarian intervention as a means of cash distribution, (a temporary social safety net). EIIP is applied as a means of creating productive employment through the provision, operation and maintenance of public or community infrastructure, thus providing incomes for poor people while simultaneously addressing other social concerns, including unemployment, enterprise development, social dialogue, the application of decent working conditions and core labour standards, throughout the delivery process.

While the desired objective/outcome of a CFW intervention may be to distribute cash within a predetermined period, the outcome of an EIIP intervention will be longer term, and include issues such as local capacity building, standards and quality assurance of assets created, and productivity that are all necessary to create sustainable employment.

From a practical and operational perspective both CFW and EIIP have a lot in common. In both cases large numbers of people can be employed in building, repairing or maintaining infrastructure. From a technological perspective CFW can be considered as a short term simplified form of EIIP. The following table outlines some common features and differences.

Table 1.13 Comparison of Employment Intensive Investment Programmes (EIIPs) with CFW

| Characteristics | CFW | EIIP | Comments |
|---|---|---|---|
| Speed of response | Quick start usually a critical objective and possible. | Quick start up possible More effective if national Labour-Based Technology (LBT) practitioners are involved. | In countries with national capacity in LBT the current policies and programmes can be adapted to suit emergency needs. |
| Duration | Short Term projects. | Medium to long term focus, Project considered as means to influence policy, develop technology and capacity, and create sustainable employment. | |
| Impact | Quick Impact in terms of providing income. May have little sustainability. | Longer-term impact and sustainability. | |
| Capacity Building | Little emphasis on local capacity building. | High emphasis on local capacity building including the private sector. | Local partnership core to ILO objectives. |
| Management | Often managed by Humanitarian Organisations, and (I) NGOs. | Nationally managed and executed if/ once local capacity in place. | Local /national ownership considered critical for EIIP. |
| Targets | Most vulnerable, where no alternative exists. | Poor and unemployed. | Often not possible for most vulnerable old, physically challenged to be engaged in EIIP. |

| Characteristics | CFW | EIIP | Comments |
|---|---|---|---|
| Gender | Participation of women often given priority as they are frequently the most vulnerable or most affected by crisis. | Specific guidelines developed for gender in EIIP. | Female practitioners already trained in EIIP worldwide. |
| Types of Activities | Clearing, cleaning, basic infrastructure repairs, replacement or improvement: roads, drainage, environmental, water harvesting, low cost housing, informal urban settlements etc. | Infrastructure; roads, drainage, environmental protection, water supply, irrigation, low cost housing, informal urban settlements etc. | National EII Infrastructure standards developed in many countries. Guidelines on community works. |
| | Normally confined to work on community infrastructure initially, but may involve public works. | Involved in community based infrastructure and public works. | Guidelines, training manuals developed for community contracting developed and available (ILO). |
| Sustainability | As it is an interim measure, CFW is not considered as sustainable, but it may assist in reviving/ kick starting livelihoods. | Focus is on sustainable employment and sustainable infrastructure. | Central to ILO approach. |
| | Usually positive quick impact but may have negative impacts on long term recovery. | Long term impact. | Precedence can be set in emergency response that may negatively impact on eventual recovery. |
| Standards | Low emphasis on quality. | High emphasis on quality. | Standards for EII comparable with other technology choices. |
| Productivity | Minimum emphasis on productivity. | High emphasis on productivity. | Productivity guidelines available, can be adapted for CFW. |
| Social Protection | Whenever possible and as quickly as possible within the given context. This may not always be achieved in CFW. | Usually included in all EIIP programmes. | Must be catered for if the CFW develops into a government safety net programme. |
| Health and Safety | Is becoming more recognised. | Appropriate standards developed applied in all activities. | Appropriate measures must be included and budgeted for in all CFW / EII programmes. |

Although table 1.13 above clearly indicates the differences in the parameters for CFW and EIIP, there are opportunities to consider the possibility of longer-term EIIP-type interventions even in the emergency response stage, and therefore to safeguard that the decisions made at an early stage will not have any negative effect on a more development-oriented programme which may come into being later.

## 1.14 Summary of key questions

Table 1.14: Summary of key questions regarding a planned CFW programme

| Question | Answer | Comment |
|---|---|---|
| Will the proposed intervention address a humanitarian need? | If it is not addressing a humanitarian need then it should not be carried out. | Emergency may not always require CFW. If incomes/ cash flows assets are disrupted but can be restored through beneficiaries efforts and cash support then maybe a cash transfer is more suitable. |
| What will be the impact of the intervention on traditional livelihoods and employment patterns? | Will the intervention create unemployment by replacing employed workers? | If this is the case then an alternative CFW activity should be identified. |
| | Will the intervention disrupt traditional activities such as agriculture? Or are they disrupted anyway? | Timing of activities in relation to the agric cycle is critical. Ensuring that labour does not migrate from a productive sector to a temp CFW is important. |
| Is there a functioning market in place? | If markets cannot respond to increased demand by increasing supply then demand driven inflation may occur. | Interventions may be required to revitalize the market after a shock. At all times the markets must be monitored[19]. |
| Is there an inherent danger to workers in the CFW activity to be implemented? | Is there a danger from unexploded objects (UXOs), decomposing bodies, contaminated water and soil, unstable ground conditions, military attacks etc? | These issues need to be clarified and the risks and mitigating factors assessed before a decision can be made. |
| Are conditions present that will ensure that people are not coerced or forced to provide labour/ and can retain their wages? | Important to determine before any decisions are made. | Proactive measures must be taken to determine who are the local power brokers, and if there is any undesirable influence that could be exerted on CFW. |
| How is control over income managed within households? Can women retain their earned income? | If women cannot retain their income then perhaps payment in kind may be more appropriate. | May be difficult to determine and must be monitored. |
| Are there cultural constraints on women working on a CFW or programme? | Women may not be allowed work away from home or if they do may be subject to strong censure. Some activities may not be considered as suitable for women. | Response might be to establish separate women workforces, or design CFW activities that are more acceptable to women. But integration of women in the normal CFW activities should always be considered as a first option. |
| Will the activities improve the environment or at least do no further damage to the environment? | The Guide for Green Jobs[20] should be followed. | Activities should not involve the depletion of natural resources that cannot be replaced or be inappropriate for fragile environments |

19 In many emergency situations, WFP monitors the food markets and this can be a valuable source of information without each project/programme having to do separate studies.

20 Local investments for climate change adaptation: green jobs through green works, ILO, 2011

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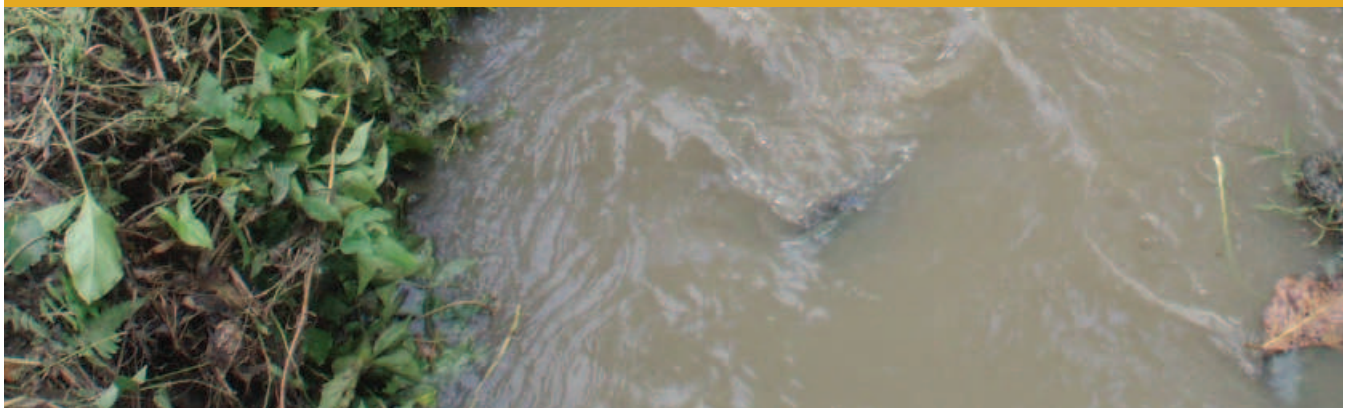
# 2

## Basic design decisions for a CFW Project/Programme



# Basic design decisions for a CFW Project/Programme

## General proposal preparation

It is unrealistic to expect to be able to design appropriate responses to a crisis without at least a basic knowledge of the prevailing situation. Essential information needs to be gathered during an initial assessment of losses, damages and needs, to determine if a CFW intervention is appropriate or not. Either this will have been done by government or by government together with the international community or it will need to be done by those preparing the CFW proposal. In some cases it may be very obvious whether a CFW programme is appropriate or is not appropriate. (For example, when flooding occurs it is most likely that massive clearing up operations will be needed before people can return to their normal income generating activities and therefore CFW will be appropriate given that food is reaching the affected areas. However in a remote area

where the main supply lines are disrupted through flooding or in areas suffering from drought, there may be severe food shortages and in these cases Food–for–Work (FFW) may be more appropriate).

Often the choice of response may not be clear cut and a more in-depth study may be required if the conditions for a successful CFW intervention are to be met, such as the need for temporary employment and the appropriateness of payment in cash. (See section 1.10 above.) This section presents the options for the design of a project proposal for CFW, and looks at the major decisions to be made. The detailed design of the CFW activities is not dealt with here but in the following section: Part 3 Designing CFW activities at community level.

## 2.1 Need for temporary employment established and appropriateness of payment in cash

### 2.1.1 Situation analysis

At this stage in the development of a CFW proposal it is important to avoid wherever possible discussing projects and CFW directly with the communities. This should only be done once there is a realistic possibility that a project will be implemented in their location. Therefore discussions and information gathering should be held at either district or sub-district level only, with the inclusion of randomly selected communities where specific information needs to be gathered. In such cases no promises about a CFW intervention should be made. One specific piece of information which may need to be sourced at community level is the willingness of people to participate in CFW (see section 6.1.4). Maximum use should be made of needs assessments and surveys completed by other organisations to avoid repeated requests for information within the same location and communities.

Bangladesh, Cyclone Sidr: Preliminary Assessment of the Impact On Decent Employment and Proposed Recovery Strategy focusing On Non-Farm Livelihoods. Prepared By International Labour Office –ILO In Collaboration with the Ministry Of Labour and Employment, Government of the People's Republic Of Bangladesh, March 2008[21]:

21 Photo - ILO Bangladesh report

The devastating cyclone Sidr (Category IV) hit Bangladesh on the evening of 15 November 2007. According to the initial estimates provided by the Ministry of Food and Disaster Management (MFDM), 30 districts have been affected by the cyclone of which four districts are severely affected, eight districts less affected and another 18 districts marginally affected.[22] The official death toll is 3,406 persons, although unofficial sources estimate it to be about 5000, including those missing and presumably dead. The number of officially missing people is 1,001 and the number of injured people is 55,282. A total of 8.7 million people or nearly 2 million households have been affected in one way or another. Nearly 1.5 million houses have been totally or partially damaged.

Immediately following the cyclone, an initial rapid assessment conducted by a UN team led by WFP visited 9 districts. The assessment revealed the severity of the impact: about 2.6 million persons were in need of food, shelter, pure drinking water, clothing and other basic needs. About 1.4 million people needed shelter assistance, about 1.2 million were in need of clothing, and the overall sanitation problem was found to be compounded by the destruction of a large number of houses[23].

Within the framework of the international response to the appeal of the Government, six clusters were established to coordinate the relief and rehabilitation response to the needs of the cyclone-affected people for immediate relief and rehabilitation as well as the assistance to recovery beyond the immediate relief. The ILO's area of competence, early recovery, falls within the appropriate cluster.

According to the MLE-ILO Mission's estimate, the total employ¬ment impact of the cyclone was the creation of an additional demand on the labour market for about 567,000 jobs in the 12 most affected dis¬tricts, of which 325,199 were in the four severely affected districts and 248,015 in the eight "moderately affected" districts. The impact of the cyclone on employment comprised two aspects:

- Loss of jobs (temporarily or permanently).
- Increased supply of workers to the wage labour market in search of casual jobs, to make up for loss of income (not implying loss of previous job).

Temporary employment was needed for both groups until normal work opportunities were re-established.

### 2.1.2 Geographical focus

In the response to a major crisis it is not practical for one agency or one CFW project to try and address needs of a large number of people spread over a wide geographical area. Therefore in consultation with government and their partners it is best to target a specific area and address the needs identified in that area.

22 Estimate provided by the MFDM on 22 November 2007 at the meeting of development partners.

23 The UN report emphasized the importance of early public works schemes and safety nets programmes using either cash or food-for-work as a means to generate immediate income and employment, even temporary, in the affected areas.

Using the Bangladesh example from above, the target beneficiaries of a proposed CFW scheme could be at least 10% of the 325,199 people seeking work in the four most severely affected districts (32,600 persons). The number of target beneficiaries will depend on whether the government will have more than one partner implementing CFW in the same area. The number of target beneficiaries that can be assisted also depends on the anticipated budget levels that will be available to implement CFW. If sufficient funds are not available or there are other barriers to implementing a project or programme on this scale, then the geographical area of support should be reduced to ensure that the assistance provided is adequate to meet the target populations' needs (See section 2.1.4 below) and other agencies encouraged to cooperate to cover the areas which cannot be addressed through the one project or programme.

### 2.1.3 Who is included in the target group?[24]

CFW by its very name and nature implies that the participants are well and fit enough to participate in physical work activities. But in the aftermath of a crisis it is critical to have a broader picture of how the whole community are being assisted.

Are the most vulnerable sections of the community being cared for through social payments or food distribution, donations etc.? If this is the case, then the CFW should be designed to target those able to work. However, if no other mechanism is available for the provision of relief to vulnerable members of the community, then the design of the CFW must take this into consideration and provide suitable opportunities for the less able to participate.

How can projects be designed so that they include the most vulnerable community members (if necessary)? At the implementation stage tasks suitable for persons with varying disabilities need to be identified and matched to those people living with disabilities who are seeking work. (See section 4.2.1) In many communities, priority is given to one worker per family, and it is to be hoped that the majority of families have at least one or two able-bodied members, but this may not be the case and so arrangements for less able need to be made (e.g. a grandmother with four young grandchildren to look after).

At the initial planning stage, notice should be taken of agricultural calendars (specifically for rural areas) to ensure that the target beneficiaries can benefit from the CFW but at the same time not jeopardise a return to their normal economic activities and coping mechanisms.

24 Adapted and expanded from Source: Cash for Work – A Practical Guide, Oxfam, Great Britain, July 2002

It would be important to decide if a target should be set for participation of groups such as women or youth or people living with disabilities. The targets should be realistic and achievable, but not restrictive.

### 2.1.4 How much cash assistance does a beneficiary need?

In an ideal situation, a CFW project should be designed to address the needs of the beneficiaries immediately and over time, however budget restrictions and difficulties in coordination may make this difficult to achieve. In this section, the starting point will be the establishment of the needs with any constraints taking second place.

Why do people need cash? What will it be used for? The identified needs of the crisis affected population, indicates the amount of money that should be earned and the length of duration of the CFW intervention.

For example:

i. Have families lost crops? When is the next planting season? Will families have recovered sufficiently to allow them to plant? Given that the crop is planted, when will it be harvested?
ii. Have families lost livestock? How much work do they need to cover their basic needs and start even modest restocking?
iii. Have families lost their homes? How much money do they need to repair / rebuild and is this a realistic target for CFW? Was it also their place of work?
iv. Have families lost the tools or equipment which contributed to their income earnings (craftsmen tools, fishing nets, sewing machines, motorbike taxis etc)?
v. Have industries closed? How long before they can re-open and re-employ the workers?

It may not be possible to answer all these questions, but it is particularly important that major gaps in support to families do not occur, nor that participation in CFW delays a return to normal income generating activities.

Using example (i) above, if flooding occurs when planting should have been done, then support will need to be provided through the next planting season until that crop is harvested. That may necessitate a longer-term commitment. In a country with two planting seasons, up to 9 or 10 months and in a country with only one planting season this could be up to 15 or 18 months.

Example[25]: If a household whose food stocks were wiped out by floods requires a

25 Source: Cash for Work – A Practical Guide, Oxfam, Great Britain, 2002

minimum of USD 200 per month to purchase food for a period of six months until the next harvest (assuming the seeds for re-planting are provided), but there is no other means of income, then the CFW objectives can only be met if USD 200 are transferred to that household every month. If less is paid then the family will not be able to meet its food requirements, the people may migrate, or starve or be badly malnourished, and the objectives of the CFW will not be met.

The designer of the project must decide whether to prepare a project or programme for a period of nine months or more depending on the established needs, or whether to design a project for immediate action in the first three months and then straight away start work on an extension of the project or on a follow-on project covering a further six months. The decision will depend on the existing relations with government and the development agency partners who may be funding crisis recovery.

It is important to take into account factors like household debt. Where families have been using debt as a coping mechanism, it is very likely that this will have to be paid off before money is used for other activities such as investing in tools and equipment for income generation.

It is also important to take into consideration other sources of assistance. For example in the aftermath of the 2004 Tsunami many fishermen were supplied with boats and in some cases nets, and could resume their fishing without having to fund the replacement of their assets. Therefore CFW was used to meet their basic needs until their normal work could resume and the demand for fish recovered.

In post-tsunami Sri Lanka, a sample survey was carried out to establish the need for CFW employment and the willingness of people to participate in this form of temporary casual labour employment. More than 60% were interested in CFW for up to a period of 3 months only. The numbers interested in CFW lasting more than 6 months reduced down to 20%. In general the interest in working on CFW was greatest in those districts which had been most severely affected by the tsunami[26]

In a camp situation, money can be used to supplement other sources of support and in the regaining of assets that will be necessary once the families leave the camp.
Each crisis has its own context and the decisions on how much CFW is needed and where it is needed will depend on the needs assessment, and the willingness and ability of the affected population to participate. In the aftermath of some crises the need is so great that all and every assistance is needed, however unless this is properly planned and

26 Source: Technical Paper 3, Cash for Work, a survey of demand for temporary employment in cash for work projects, ILO & TAFREN, Sri Lanka 2005

coordinated there will be an overabundance of support in some areas and gaps with no support reaching other areas.

## 2.2 Effective targeting combined with open and transparent access for target groups

### 2.2.1 How will access to work opportunities be decided?

Will spreading funds thinly over a number of people have more impact than giving a larger sum to a few in order to effect significant change to their situation?

The access to work opportunities in a CFW scheme need to be seen to be fair and transparent and acceptable to the communities involved. In some cases communities will participate in identifying those families most in need of income and who should have the first opportunity to participate in CFW. In other cases communities insist on rotation of workers so that the maximum number of people can benefit from the CFW. Family level poverty information may be available, such as households identified for participation in poverty reduction programmes. If the information is still reliable and relevant in the aftermath of the crisis, this can be used as a starting point, and workers from the identified families could be prioritised and offered the first opportunities to participate in the CFW scheme. Care needs to be taken that local elites do not negatively influence the choice of participants (see section 4.2.1 on information and recruitment).

For the initial proposal, the target numbers and length of time of the CFW intervention are the most important elements. In major emergencies it is often beyond the resources and the organisational capacity of one agency or department to provide sufficient CFW to cover all the needs of the affected population, therefore exchange of information and coordination at national, provincial and district levels is vital.

## 2.3 Participatory project identification and planning – affected communities and government

### 2.3.1 Project strategy

Having identified the areas of the country in need of CFW, the target population, and the length of time the CFW support is needed, it is important to decide what strategy the CFW project will follow.

Options are:

i. Temporary employment until people can return to their original jobs or income generating activities
ii. Temporary employment leading to continued opportunities in labour-intensive and labour-based works
iii. Temporary employment plus skills training

For option (i), the quick implementation of labour-intensive activities should be designed. Implementing partners can be government, NGOs, contractors or implementation can be carried out directly by the ILO.

In many disaster prone regions poverty and un/underemployment exists, even before the disaster occurs. In such cases the need for longer-term increase in wage earning opportunities as part of the population's general coping strategy may exist. For option (ii), the initial CFW should be set up to allow continued development into longer-term livelihood strategies. Here it is important that Government is involved from the beginning or as much as possible depending on the capacity that exists after a disaster. Where limited capacity exists, government needs to be included even if only in a consultative or monitoring role.

For option (iii), there will need to have been an assessment of the skills available (for example if massive reconstruction is taking place then there may be a shortage of masonry electrical and carpentry skills) and a rapid training programme will be necessary to allow for the employment of sufficient skilled workers to in turn facilitate the employment of the unskilled workers. Even for simple labour-intensive works such as clearing and drainage cleaning, there will be need for rapid training in work organisation and record keeping skills. Training in work organisation and skills can provide the basis for continued employment as CFW transforms into longer-term labour-based works or with the return to other livelihood options.

This document deals specifically with CFW, but there may also be opportunities for links to training schemes where the participants receive cash support during the training. The training can provide badly needed skills and secure future employment opportunities for the trainees.

### 2.3.2 Menu of options for the CFW activities

At the initial project development stage, information from the needs assessments that have been carried out should be used to identify the types of projects that can be included in the proposal. Before implementation, consultations with the communities and /or camp residents will be used to facilitate participatory project identification. For the purposes of an initial design of CFW project a menu of options or criteria can be

decided for guidance of the community project selection process, and as an indication to partners of the type of activities which will be carried out. Section 2.4 below deals with the types of activities suitable for CFW.

## 2.4 Appropriate activities which create sufficient employment

### 2.4.1 Types of CFW activities and general observations regarding suitability

Table 2.4.1 provides an overview of the employment potential of different activities and the requirements in terms of technical direction and support.

Table: 2.4.1 Activities suitable for CFW

| Activity | Employment Potential (Unskilled) | Technical and supervision requirements | Characteristics |
|---|---|---|---|
| Tracks / Trails and Minor Roads | High | Low / Medium depending on standard | Linkage with road maintenance authority recommended to ensure standards and sustainability. |
| Clearing of drainage channels | High | Medium | May be especially necessary in urban areas. Disposal of the material removed from the drains needs to be planned for. Transport and haulage cost can absorb high % of budget unless a partner can be found. |
| Irrigation | High | Medium | Very suitable if work is concentrated on distribution system. |
| Low Cost Housing/shelter | Medium | Medium | Material cost may absorb large % of budget. |
| Block Building | High | Low | Need to have good source of materials or block making equipment. |
| Environmental Works (Bunding) | High | High | Very high labour content, but may not be an immediate priority. |
| Tree Planting | Low | Low | Needs a good supply of seedlings and may not be an immediate priority. |
| Garbage Collection | High | High | Transport and haulage cost can absorb high % of budget unless a partner can be found. |
| Debris Removal | High[27] | High | Suitability depends on nature of debris and availability of haulage and dumpsites. |

When designing a CFW proposal, a menu of options can be proposed, based on the needs assessment:

For example work may include technically simple options such as[28]:

27 The employment potential is high if there is only a short distance to an agreed dumping site or where government /local government is arranging the transport of debris once it has been collected on site. This may reduce to medium if there is a long distance from the work area to the official dump site and no transport is provided

28 Pakistan 2010, CFW, ILO

i. Clearance of debris and rubble from workplaces and public places (offices, shops, markets, streets etc);
ii. Removal of mud – deposited by the floods in the streets;
iii. Removal of dead animal / corpses – creating health and environmental problems;
iv. Cleaning of camp area and arrangements for hygienic conditions;
v. Fumigation of the area – by spraying anti-mosquito fumes;
vi. Care work for physically disabled or ill people in camps; and
vii. Any other productive work that helps in relief/rehabilitation of flood-affected people.

In other programmes menus have been oriented towards rehabilitation of infrastructural assets.

Debris being removed by handcart to collection point, Philippines – photo JT

Work to be carried out concentrating on basic physical services at community level:[29]

i. drainage channels;
ii. culverts;
iii. slope protection;
iv. minor irrigation; and
v. paths, trails and rural roads

The two lists of options provided above have very different implications for technical support and material resources. (This is further discussed in section 3.1)

### 2.4.2 Assessment of planned physical outputs

The main target for a CFW project is to provide temporary employment to target beneficiaries so that they can earn cash income. Often however there is a second component and that is the physical works that will be achieved as a result of the CFW. At the project proposal stage, specific village level projects will not be identified, rather a menu of suitable works for CFW will be prepared and used as a basis for the project design. Once the project starts, decisions on priority activities at community level will be made. For the overall project planning some estimate needs to be made of the achievable physical outputs. In order to estimate this provisional guidance figures are provided here. Again these will vary from country to country and should be used with

29 Adapted from: Community-based livelihoods Recovery Programme for Earthquake affected Areas of Azad Jammu and Kashmir (AJK) and NWFP, Government of Pakistan, UNDP, FAO, ILO, UNIDO, NRSP, SDF, SRSP, 2006

caution and substituted with as much local data as is available.

The figures provided in the table below indicate the amount of work that can be achieved by one person in one working day. The categories light, medium and heavy indicate the amount of effort that is needed and thus the reduction in the quantities to be achieved from light to heavy. 2m³/wd means that one person can clear two cubic metres of loose and light debris in one day.

Table 2.4.2 Task rates for physical outputs

| Activity | Work days (wd)[30] |
|---|---|
| Clearing debris | Light: 2.0 m³/wd, medium 1.75m³/ wd, heavy 1.0m³/wd<br>Average = 100 workdays to clear 175 m³ of debris |
| Clearing debris plus removal | Light 1.5 m³/day, medium 1.0 m³/day, heavy 0.75m³/day<br>Average 100 workdays to clear 100m³ |
| Clearing of drains and ditches | Taking a drain width of 0.5 m, and height of 0.3m = area of 0.15m³<br>Light 2.0m³/wd, medium 1.75m³/wd, heavy 1.0m³/wd<br>Average per drain is 86 wd/km |
| Clearing of irrigation channels | A local average size of irrigation channel for secondary irrigation will need to be assessed and the wd / km based on the same task-rates as above.<br>Light 2.0m³/wd, medium 1.75m³/wd, heavy 1.0m³/wd<br>If the average cross-section area of a channel is 0.5m². then the average for 1 km of irrigation channel is 286wd/km |
| Reconstruction of road to engineered earth standard | 2000 to 3000 wd/km depending on the existing road condition and the need for culverts |
| Reconstruction of road to engineered gravel standard | 3000 to 4000 wd/km depending on the existing road condition and the need for culverts |
| Water-pan (Diameter 20m depth 1m) | Volume approximately 300m³<br>Excavation and haulage and spreading 300 wd/water pan |
| Terracing | 0.75-1.5m³/wd (dimensions and locations very variable)<br>Average 100wd per 100m³ |

Taking the damage and needs assessment together with the amount of work to be created, a rough indication of the types and amount of infrastructure to be improved can be made. This may not be necessary if the donor agency is willing to adopt an open menu of activities and does not expect targets for the physical outputs. However, in some cases targets may be needed and can be estimated provided it is understood that the targets are flexible and that the final numbers for each activity will be subject to community decisions and priorities.

If 3000 people in an area need work over a period of 3 months (3 x 21 days x 3000

30 The figures assume able-bodied workers who are available for a full-days work. Further advice on task rates is to be found in annex 1.

people = 189, 000wds), a mixture of projects will be required to provide sufficient work opportunities within one area. Based on the damage assessment a rough estimate can be made. For example:

Table 2.4.2a Estimating workdays

| Work to be done | Amount | Task rates | Workdays |
|---|---|---|---|
| Clearing ditches | Length = 100km | 86 wd/ km | 8 600 |
| Clear irrigation channels | Length = 120 km | 286 wd/ km | 34 320 |
| Clearing of community areas and transporting to dump site (100 sites of 50 x 100m) | Area = 500,000m$^2$ (0.5 km$^2$)<br>Average depth of debris = 0.3m$^3$<br>Volume = 120000m$^3$ | 100wd/100 m$^3$<br>1wd/m$^3$ | 150 000 |
| Total | | | 192 920 |
| **The combined total is 192,920wds, which covers the required 189,000wds** | | | |

This table provides an estimate of the amount of work that will be needed to usefully employ 3000 beneficiaries. The actual outputs may vary, but an estimate of the costs to support this amount of employment can be made based on the figures.

## 2.5 Adequate complementary inputs and technical support

When designing the proposal it is important to be able to estimate the proportion of the budget which will go to wages and the proportion that is needed to facilitate the wage employment and complete the activities. This section relates specifically to ILO budgeting systems.

There are two levels to the budget (i) the total project budget and (ii) the budget that will be for the works[31] implemented at local level to provide the CFW employment. In both cases part of the budget will need to be spent on administration, and other support functions. For example: If overheads, management, logistics and training make up 15% of the total budget then the works budget will be 85% of the total. From the works budget, if the supervision, tools, equipment, safety measures, etc. are also 15%, then wages are 85% of the works budget. The result is that the proportion of the budget which will be paid out in cash is approximately 85% of 85%, which is equivalent to 72% of the total project budget. This infers that to create 189,000 workdays at a wage rate of 4 USD per day requires 756,000 USD for the wages alone. The total project cost will therefore be equivalent to 756,000 x 100%/72% = USD 1,050,000. It may be

31 Works is used as the term for the activities which actually take place on the ground in the communities and camps and each work activity will require its own budget. The combined budgets then add together to form the total Works Budget.

possible to make savings in the overheads and depending on the activities chosen the amount of supervision and tools and materials input may be less, however, it could also be more. Great care must be taken that the planning and budgeting is realistic and that physical outputs and amount of workdays generated are achievable. The budget split for the total project is illustrated in figure 2.5.1. The budget split for the works budget is illustrated in figure 2.5.2 and the wages as a percentage of the total budget illustrated in figure 2.5.3.

**Figure: 2.5.1. Programme/ Project budget**

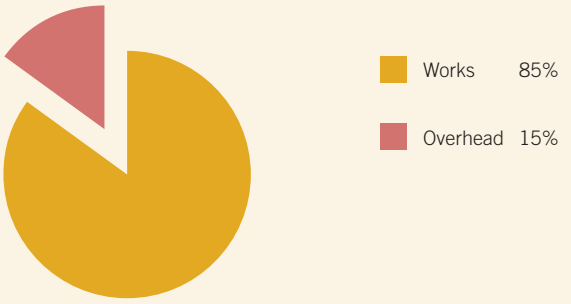



**Figure: 2.5.2 Works Budget for local level CFW activities**

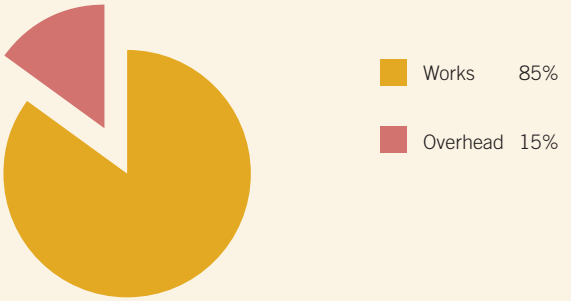
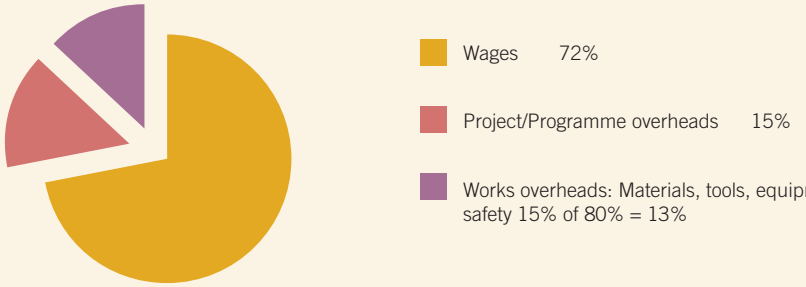



**Figure 2.5.3 Combined programme and local level activity budgets**



This is just an example and these percentages will vary from country to country and depend very much on the menu of activities as to the amount of additional inputs that are needed. This example illustrates that even where the cash for work is designed around simple activities, a realistic amount of the budget has to be set aside to support the activities.

**Case study from Myanmar**[32]

Cyclone Nargis struck Myanmar on 2 and 3 May 2008. There was extreme damage and loss of life in the delta region where there was a large storm surge. An estimated 95% of houses were destroyed. There are few roads in the region and transportation is usually by inland waterways linked to secondary and tertiary rural roads and tracks. Infrastructure was severely damaged resulting in serious access difficulties for relief activities and a loss of the connectivity that was needed for early recovery.

The project target was to rehabilitate the tertiary rural infrastructure using labour based and local resource based approach, thus creating immediate short term employment opportunities to the affected population. Through this employment they would be able to earn income to provide for themselves and their families and to learn new skills which will support them in rebuilding sustainable ongoing livelihoods. The objectives of the project is not only the provision of immediate relief but also to break the dependency cycle with the creation of sustainable livelihoods through skills and knowledge transfer with respect of relevant international labour standards.

The project was obliged to stay strictly within the figure of $908,938 total budget. Because individual contracts were for similar works, short in duration and relatively small in cash terms, it was possible to adjust the number of contracts in the programme so as to hit the target spend. The actual amount spent including ILO Program Support Costs was $890,035. The project, therefore, achieved a 98% delivery rate. It can be noted that the sum of $712,638 reflects direct project expenditure on contracts (materials and labour costs) plus the cost of hand tools. This is approximately 80% of total spend meaning that the cost of Project Management, ILO technical support staff, contract supervision, transport, logistics and general administration costs accounted for 20% of total cost.

32 Project Completion Report, Emergency Livelihood Project In Response to Cyclone Nargis in Mawlamyinegyun Region of Myanmar, ILO 2009 – unpublished Photo-project report

### 2.5.1 Estimating the percentage of the labour costs

In table 2.5.1(a) below examples are provided which give a rough estimate of the amount of the budget that will actually go towards wages for a variety of activities.

Table: 2.5.1(a): Examples of Labour Intensities (share of cost of unskilled labour expressed as a percentage of works cost. [33] [34]

| Land Improvement | |
|---|---|
| Clearing | 70 - 85% |
| Terracing | 70 - 85% |
| Reforestation | 80 – 85% |

| Road Construction | |
|---|---|
| Secondary Roads | 30 - 50% |
| Access Roads/ trails | 50 - 60% |
| Culverts and Bridges | 15% |

| Irrigation | |
|---|---|
| Earth Dams Minor | 60 - 70% |

| Building Construction | |
|---|---|
| Brick Single Storey | 50% |

While these figures are useful for macroeconomic and academic considerations, they are not reliable indicators for predicting the employment potential of a particular investment, because it depends greatly on the local unit cost scenario. The costs and availability of materials, the technical standards and the "labour intensity" can fluctuate widely and do not always indicate a high or low employment potential.

The labour cost percentage of a scheme can be calculated based on the percentages above and this can be used for planning and decision-making in similar types of schemes. However, if local conditions vary considerably from the norms provided in table 2.5.1(a), the use of these standard results may lead to faulty decision-making. Wherever possible, local costs should be sourced for the proposal.

Using the information above a tentative budget can be made.

Example: The goal is to provide CFW for 9,000 people for a period of 20 days each. The project period is 6 months. The total numbers of workdays are 180,000wds. This

33 Employment Intensive Reconstruction Works in Countries Emerging from Armed Conflicts, ILO 2001

34 The road construction in this table is assumed to be to government standards or equivalent, and well constructed

project is assuming that other sources of assistance are available and that the CFW will complement other coping mechanisms. It is also assuming that the project covers a reasonably wide geographical area.

Table2.5.1(b): Outline budget for employment of 9,000 people

| Identified activities | Workerdays | Output | Total Output | Wage rate (USD) | Wages (USD) | Activity on-cost | Total costs |
|---|---|---|---|---|---|---|---|
| Clearing ditches | 8 600 | 86 wd/ km | 100 km | 4 | 34 400 | 30% | 44 720 |
| Clearing of irrigation channels | 34 320 | 286wd/ km | 120 km | 4 | 137 280 | 30% | 178 470 |
| Clearing of community areas + handcart transporting | 150 000 | Wd/1m³ | 150 000 m³ | 4 | 600 000 | 20% | 720 000 |
| Sub-total | 192 920 | | | 4 | 771 680 | | 943 190 |
| Management, logistics & training Overheads | | | | | | 15% | 141 480 |
| Total | 192 920 | | | | 771 680 | | 1 084 670 |

Note: The wages as a percentage of the total project budget are 71%. In this case the transport to the dump site for the clearing of the community areas is being provided by a partner such as the local authority. All handtools and supervision are budgeted for within the project. If an organisation proposes to use 95% of a CFW budget for wage payments, then it must be assumed that the material, equipment, tools, training, technical support, logistic costs and monitoring are being covered by another source of funding.

The budget calculated in table 2.5.1(b) is an outline budget for the project / programme proposal. On a case by case basis the overheads can be negotiated and made compatible with the local situation. However the budget as presented here indicates the actual costs of facilitating in excess of 180,000 workdays in meaningful CFW, and this must be realistically estimated. A detailed budget estimate for specific works activities (sub-projects at community level) which includes transport costs is provided in section 3.2.4.

### 2.5.2 Training

**Rapid assessment of training needs**

What skills are available, what skills are needed, and what are the identified skill shortages? Some of this information should be available from the needs assessments or from employment services data. The following needs to be considered:

- How specific is the information on skills availability and does it need checking at local level?
  - o Available building skills
  - o Site management and supervision skills
  - o Technical design, contract preparation, supervision, quality control

- o Book-keeping and accounting for funds within partner organisations including communities (as applicable)

**Designing rapid training**

The skills shortages will have been identified and a decision made on what type of training is needed. Depending on the numbers to be trained and the urgency, basic crash courses can be arranged that provide the participants with a minimum knowledge which can then be supported through careful supervision/ mentoring arrangements.
For the planning and implementing of the training the following needs to be decided:

- Type of training required for immediate humanitarian response and early recovery. What are the communities' priorities? The community may wish to restore irrigation, rebuild houses and schools or re-open access roads. What minimum skills are needed to allow the work to start?

For roads and irrigation it is most likely that setting out and supervision training is needed as well as masonry or carpentry skills for simple water crossings. In the case of building work, masonry skills will be in greatest demand.

- Location of the training: Where can the training be held so that it is easy for the participants to attend? Where can demonstrations be carried out for the practical part of the training?
- Who will do the training and do they need translation for the presentations and for the training materials?
- It is vital to have practical training and therefore a suitable mix of classroom and on-site training.
- Where possible a simple certificate of attendance on the course should be issued so that the participants have a record of their training.
- Regardless of the type of training, every effort should be made to engage female and male participants. This may require special arrangements for women participants.

In the aftermath of the Tsunami, training was carried out in Aceh to provide skills to the local population in support of their efforts to rebuild after the disaster. Crash courses were initiated and an international trainer from the region provided through the ILO/EIIP.

An example of the crash course in basic building works is provided below:
Crash Course on Basic Concrete, and Masonry Works
Objectives: At the end of this session, the trainees should be able to:

- identify suitable materials used in concrete, brick and stone masonry works
- assess and identify good quality of materials

- sieve and clean materials before using
- know and describe mixing proportion of concrete and mortar
- know how to carry out and control works properly in concrete and masonry works as well as plastering walls

Duration: 1 day in the class room, and 2 days demonstration and practical works.

Training of CFW supervisors for international agencies, and international and local NGOs, ILO, Aceh, 2005[35]

Practical, hands-on training – photo P.T.

**Training for Rebuilding**

The city of Yogyakarta in Indonesia was hit by a massive earthquake in 2006. In the aftermath of the quake, the Government provided cash grants to communities for the reconstruction of temporary shelters and the restoration of livelihoods. Ensuring that people can get back inside and return to work to support themselves and their families is one of the long-term challenges that such disasters present. Families were responsible for rebuilding their own shelter with the cash granted to them. A lack of construction skills was immediately identified as a constraint and ILO quickly fielded a small team to train families in simple construction methods such as brick laying and concrete works. These types of crash courses prove to be very effective in disaster response particularly in urban and peri-urban areas.

## 2.6 Effective planning and implementation of operations

In spite of the fact that physical output may not be the primary objective of a CFW programme it is important that works are planned and organized so as a to ensure an ordered, safe, productive work environment and that the planned output objectives are achieved.

Project work plans can be developed and various planning tools utilized from bar charts, time location charts, network analysis and even computer based planning tools such as MS project. However regardless of which tool is used the plan produced

35 Photo – Pisit Tusanasorn, Source: Tusanasorn,P. Progress Report Labour-Base Infrastructure Rehabilitation and Reconstruction Project (LBIRR),Indonesia ILO 2005 - unpublished

will only be as good as the quality of the information obtained from site surveys, the accuracy of assumptions as regards productivity norms, and the process of interaction between all levels of the planning team. Time spent on gathering information, analysis and planning will always provide a positive return.

> Perhaps one of the most important aspects of Cash for Work is the restoration of victims' dignity. Beneficiaries are able to take control of their recovery, and are not seen as helpless victims and passive receivers of aid, but rather as programme stakeholders with indigenous coping capacities who want the chance to actively participate in relief. (Source: When Cash for Work Works, Asia Disaster Net 2005)

Planning together with the affected population assists in re-establishing their control over the future and return to normal life.

**Logistics**

Reaching remote areas with the tools, materials and equipment may be a logistical challenge depending on the amount of damage there is to the transport network. This does not mean that these areas should not be addressed in the relief operations, but that direct humanitarian relief rather than CFW may be more appropriate. Each case needs to be considered on its merit. Whatever decision is reached, the cost of the logistics must be realistically assessed.

### 2.6.1 Optimising and strengthening local capacities and institutions

The concept of dignity, restoring self respect and confidence, addressing disempowerment, restoring the capacity of local and national institutions and the general population of a crisis-affected country is critical for recovery. This must be considered not only for the recovery and development stages but also in the immediate humanitarian relief response. Unfortunately experience indicates that in the desire to respond to the immediate humanitarian needs there is often insufficient appreciation by external agencies of this concept. The emphasis is on quick delivery of aid which is understandable in the case of life saving aid but less so when less critical aid is delivered. Typically the immediate humanitarian response to a crisis situation, particularly during the period immediately following the disaster or large scale displacement or a cease fire in the case of conflict, is characterized by an influx of international NGOs and UN agencies complete with personnel, equipment and finance. At the same time local institutions, Government ministries, local authorities, may either, not exist in the case of prolonged conflict, may be totally partisan in the case of politically induced crisis, may have temporarily ceased to function in the case of natural disasters, and in all

cases will most probably be severely stretched to adequately respond to the immediate humanitarian needs. In addition local populations may be traumatized and in the case of prolonged crisis where aid dependency may have set in, may lack the initial motivation to actively participate in their "own" relief efforts.

Where local institutions do exist they are often overwhelmed not only be the impact of the disaster but also by the demands of coordinating and responding to the needs of the external actors, most of whom will have different methodologies in terms of assessment and implementation. Yet it is the local organizations and institutions who have the local social, political, environmental knowledge and who ultimately will be responsible for the relief and the later recovery and development efforts when the humanitarian actors have departed.

For the programme manager who is faced with the task of delivering the humanitarian assistance the challenge must be how to balance the necessity for a prompt response to address humanitarian needs while at the very least not undermining the institutions that are expected to reassume operational responsibility for recovery when the humanitarian phase has passed.

In the humanitarian context, CFW interventions are uniquely placed to ensure optimum local participation, capacity building and ownership. However this will only occur if the concepts of the role of work in relation to restoring dignity and ownership are appreciated and if appropriate measures and processes are put in place during the design and implementation of the CFW intervention.

Decision-making on which management and delivery model to use for CFW must begin with a rapid assessment of the local capacity. As with all assessments, recent surveys results or research should be taken into consideration before any new information gathering begins.

### 2.6.2 Local context for management

As previously indicated there are numerous guidelines on undertaking assessments on job losses and livelihood needs. These assessments dwell on the losses as explained in the title, but for a successful CFW programme an assessment needs to be made of capacities. Attention needs to be paid to the specific situation in the areas chosen for the CFW activities and existing information sought and additional information gathered which provides a background to potential partners and implementation modalities for CFW.

**Labour-intensive and labour-based experience and capacity**

The critical constraint of a prompt start up and effective implementation of a successful

CFW intervention is usually planning and supervision capacity at all levels. For CFW public work type projects site surveys, estimate quantities, plan works, recruit workers, procure tools and equipment are all needed before commencing any form of paid employment. All of this takes time and resources. In most developing countries in Africa and Asia the ILO has been involved in one way or the other in capacity building of public, private sectors in the labour based employment intensive sector over the past 40 years.

The companies, institutions and individuals employed in this sector have the potential to contribute in a very practical way to the technical implementation of CFW.[36] The emphasis on technical aspects recognizes the fact that issues such as targeting and vulnerability assessment may not be fully appreciated by the labour based practitioners and inputs or guidance from others may be required for this component of the intervention.

Table 2.6.2. Potential partners for CFW

| Key Questions for Managers for CFW Infrastructure interventions | | |
|---|---|---|
| **Question** | **Action** | **Comments** |
| Are the local authorities in the project area functioning after the crisis? | If they are functioning, then a rapid assessment of their capacities should be carried out | This may be more easily achieved where a relationship or cooperation exists between the authorities and the ILO The local authorities may be functioning, but have too many tasks to perform and have no additional capacity. |
| Are there labour based practitioners available locally, regionally? | If these are available use them | They may require sensitization to the different objectives of CFW, as compared to EIIP. |
| Is local authority staff available? | If so use them | It may be necessary to provide short training courses. |
| Is non-engineering local authority staff available? | May be necessary to do a screening exercise to select the most suitable | These staff members can provide community liaison assistance and first level site supervision. |
| Have the authorities got an efficient administrative support and accounting system? | Their involvement may enhance the transparency of the CFW operations with the local community. | Needs to be monitored. Some donors may not agree to implementation and financing through local authorities. |
| Do the communities trust the local authority? | This will depend on the community's previous experiences of dealing with the local authority and the local authorities' capacity for swift action | ILO strong monitoring role |
| What types of arrangements are possible with local authorities? | Project Management Team with ILO and local authority members | Joint management |
| What other local partners and practitioners are available with CFW or LB experience? | NGOs , training institutions, professional bodies, higher education establishments | How experienced are they? Do they have a local presence and acceptance? |

36 The ILO/ EIIP has a database of Labour-Based Practitioners for the Asia-Pacific Region

### 2.6.3 Implementation options

There are various options for implementation modalities and the choice will rely on the relative competencies of the various partners and stakeholders available in the aftermath of a crisis.

Options include:

a. Implementation through partnership/ agreement with local government offices
b. Implementation in partnership/ agreement with existing government programmes
c. Implementation through partnership/ agreement with local NGOs
d. Direct implementation through a project of the ILO

For all of the above, there various options for the actual implementation mechanisms:

i. Force account operations (all works and payments organised by the project team and partners directly)
ii. Implementation through community contracts ( where the community sign an agreement to carry out the works and the organisation / government agree to the inputs and payments)
iii. Implementation through small local contractors with the requirements in the contract to employ local labour ( normal contracting procedures with additional clauses on employment)

- **Implementation through partnership with local government offices**

It will be assumed at this stage that the preconditions regarding local authorities (table 2.6.2) have been met, however the issue is never entirely clear cut as local authorities may still wish to monopolize a programme. On the other hand local authorities may have excellent technical capacity, may already have functioning community mobilization, rural development departments, may have engineers and technicians perhaps even trained in LBT. They may either choose to implement CFW on a force account basis (this is where the local authority directly employs workers on a temporary basis and pays them for the work they carry out) or if the government rules allow, contracts can be made with community groups. There may be a functioning system of "community contracting[37]" in place with all the relevant processes and safe guards to ensure effectiveness and transparency. Obviously if this is the case then it would make sense that the local authority would play a leading role. Typically the challenge for an external organization (including national NGOs) is to sensitize authorities so as

37 Community contracting is an approach that empowers local community by ensuring that they have an executive role in the identification, planning and implementation of activities.

they can make a realistic assessment of their own capacities in relation to CFW and obtaining agreement on a role that they can fulfil without impinging on the social objectives of the project.

Procurement of tools and equipment is best carried out through the ILO, and then the items provided to the departments for the activities, as in some cases government procurement can be a long process, even during the response to a crisis. Local purchase is best wherever possible as this supports a return to trade for local businesses.

Table 2.6.3 (a) Advantages and Challenges of working through local authorities

| Advantages | Challenges |
|---|---|
| Local authorities are in place and have valuable local knowledge | The local authorities may be heavily disrupted and not functioning in which case they would not be an ideal partner |
| Existing local experience and knowledge is being tapped into and not ignored | There may be a lack of trust in local government among the population, especially in the aftermath of an armed conflict |
| Technical staff and in some cases skilled workers are immediately available | May be slow and bureaucratic despite the urgency of the situation |
| Plant and equipment may be available to support the CFW activities | Ensuring budget and compliance with decent work through health and safety and social protection |

- **Implementation in partnership with existing government programmes**

Some countries have extensive community development programmes which are geared to distributing funds, providing technical support and monitoring the results. Additional funds can be channelled through such programmes targeting the areas affected by the crisis. ILO would then be able to complement the existing capacity of the Programme teams and provide inputs to smooth the expansions.

Table 2.6.3 (b) Advantages and Challenges of working through existing programmes

| Advantages | Challenges |
|---|---|
| Management mechanisms are in place | The programme may not be acceptable to communities where it is too strongly identified with a particular political party |
| Communities are used to working with the programme and understand, the agreements, their responsibilities and the methods of working | The programme may be stretched in the delivery of its " normal" workload and have difficulty rapidly expanding to meet the demands of the crisis |
| Can be immediately mobilised | The staff members would need to accept a more rapid community consultation than normal and be prepared to be flexible to meet the demands resulting from the crisis |
| Issues of health and safety and social protection may already be regulated within the programme | The provisions and enforcement need to be checked |

| | |
|---|---|
| | A successful national programme may be attractive to several development agencies and financial institutions and therefore may not be in a position to partner ILO |
| | May require TA for training in work organisation for the communities |

### • Implementation through partnership with local NGOs

Partnership with local NGOs, especially those already active in the geographical area, can bring very positive results. Where there is a potential for local conflicts, understanding of local tensions and trust built up between the NGO and the local communities are invaluable. If the NGO over time has developed a good relationship with the population in the affected area they will have easier access to information and be better placed to smoothly manage the CFW.

In some areas access to women may be a challenge and NGOs which are recognised in the locality may be better able to address issues of women's participation in CFW.

Table 2.6.3 (c) Advantages and Challenges of working with local NGOs

| Advantages | Disadvantages |
|---|---|
| Well known and respected in the area | May be the partner of choice for several international agencies and thus easily become over-stretched |
| Management and organisational experience is there | May have a lot of experience in community participation and consultation but less technical capacity. (However, they may be willing to recruit technical staff to fill this gap) |
| May have easier access to conflict zones than a UN agency | |
| Although it would not be morally correct for a UN agency to expect an NGO to work where it was too dangerous for the UN, in some cases local NGOs are less of a target, have better access to local information, and are less conspicuous when travelling in potentially difficult areas | May have their own agenda, priorities and work methods which may not exactly coincide with the aims of the ILO |
| ILO only needs to play a monitoring role in the implementation | Development agencies may prefer to engage NGOs directly rather than channel funds through the ILO unless they are convinced of the value added of including the ILO |

### • Direct implementation through the ILO

Direct implementation through the ILO will depend on the availability in country of competent technical staff or the ILO's ability to swiftly recruit the required personnel. It may be possible to temporarily engage local staff with previous experience in ILO

managed labour-based projects, or as a last choice second staff from on-going projects. The secondment of staff needs to be carefully considered as it may have detrimental effects on the goals of the on-going project and on the continuation of development in other parts of the country not affected by the disaster.

Table 2.6.3 (d) Advantages and Challenges of ILO direct implementation

| Advantages | Challenges |
|---|---|
| ILO has good capacity and expertise in crisis response and in the management of CFW / LB projects | If appropriate personnel/ staff are not available it may take time to recruit them |
| The ILO concerns in terms of decent work will definitely be addresses | ILO may not have any immediate LB experience to show in the country and therefore may have difficulty getting established |
| It will be easier to move from relief to early recovery then on to recovery if organisation and standards are correct from the start | UN travel in certain conflict areas can be extremely expensive (armoured vehicles, armed escorts, no permission to stay in the area, but must travel in and out every day) and only reluctantly authorised. |
| ILO may have the advantage of existing links to training institutions or higher education establishments which could provide rapid training courses | It may take time to settle arrangements. An alternative would be to use of regionally-based trainers and technical experts. |
| The ILO has full control over the project implementation | |

In several countries ILO has supported government to strengthen national institutions in training for labour-based technology techniques, organisation and management. Use can be made of this expertise for rapid training for local authority staff, project staff NGO partners and community members, where needed.

- **Communities as partners as well as beneficiaries of CFW**

Numerous studies on the coping strategies of famine victims, refugees and other vulnerable groups have confirmed that affected communities are more than capable of determining their best needs and interests.

Communities may be relatively intact or completely disrupted in the aftermath of a crisis. It is important to understand the situation and to work wherever possible with communities or together with transparent organisations representing the local beneficiaries. When considering the options for implementing CFW, knowledge about the location and condition of the local population is a major requirement.

i. Location of population (community works, camp works or public works)
   Which works are possible and suitable depending on the location of the affected population.
   - o In camps

Community audit meeting in the Emergency Livelihood Project In Response to Cyclone Nargis in Mawlamyinegyun Region in Myanmar

- In their own communities
- With relatives and friends

Use can be made of the rapid assessment results to highlight the location of the affected population. It is important to note that the situation will not remain static and that people temporarily staying with relatives or in camps may return to their original home areas. If the target population is housed in temporary accommodation such as camps then it is unlikely that community works can be identified. Therefore options for public works in rural and urban areas should be considered and contacts with the appropriate authorities made. Where displaced persons are living with relatives or friends, then targets can be set for their inclusion in community works together with the host community.

ii. Functioning community organisations
   - Who are "the community"?
   - Can a partnership be formed directly with them?
   - What capacities/ experiences exist?
   - Can rapid training be implemented?

Some communities have been involved in national development programmes and may be familiar with certain types of community organisation and partnership agreements which could be adopted or amended for the CFW. By entering into agreements with communities, the management of the individual works components will be done by them and their capacities recognised and strengthened in the process. In this case the procedure would be for ILO to adopt as much as possible the arrangements of national schemes and keep the agreements with the communities as close to those that they are used to as possible. This does not mean however that health and safety issues for example can be neglected.

**General conclusion on partners**

At this point in the preparation, information should be available from rapid assessments, selective interviews and local authority and national sources. Great care needs to be taken that no expectations are raised in camps or communities as to future CFW employment. In depth discussion with community representatives and members will come later at the implementation phase. Where capacity or organisational questions are not sufficiently answered through the general surveys, there may be need for interviews in a small sample of communities or with camp resident representatives. It is best

always to check with local NGOs and the local authority as they may have already gathered information in target communities.

In the case study 5.2 from the Philippines, a variety of partners were engaged using the ILO service contract modality to implement CFW as part of an AusAid funded ILO project.

## 2.7 Appropriate wage rate with non-discriminatory wage payments

### 2.7.1 Coordination and financial needs (cluster decision and reality check)

In a typical emergency situation humanitarian conditions are poor, and job and income opportunities may be non existent. People are often desperate and thus are often driven to accept low wages that are below that which would be normally required to meet their basic household requirements. This in fact translates into people accepting the fact that their nutrition level and health may deteriorate, their children die so that others can survive, that assets will be sold so that the household can survive. Therefore one must exercise caution in applying general and often over simplistic rules of demand and supply in regard to wage levels and demand for employment in an emergency situation. The general understanding that low wages may not attract sufficient workers or that wage levels can be established by the demand for employment may not be realistic and may even run counter to the ultimate social objectives of a CFW programme. "Poverty reinforcing wage levels should be considered as form of worker exploitation to be avoided"[38] In a CFW programme the minimum wage level must be established based on the needs of the beneficiaries.

At the same time caution needs to be applied in setting wages too high. Excessively high wages may create an over demand for CFW work resulting in people who may not be in need of CFW support switching from productive employment (including self employment) to better paid CFW projects. Local businesses may experience a loss of staff or have difficulties hiring sufficient labourers due to wage competition with CFW programmes. Farmers and agricultural workers may leave the land thus resulting in decrease in food production and ultimately a worsening of the food security situation. Unplanned and uncontrolled migration of labour may occur potentially adding to social tensions. Long term consequences to excessively high wages may include a shift by employers, both public and private from labour intensive to more capital intensive methodologies and technologies thus ultimately resulting in a reduction in employment.

38 Tajgman D. & de Veen, J. Labour Policies and Practices , ILO

Sri Lanka: post-Tsumani . For example, in Sri Lanka, the wages for CFW were fixed at Rs.400 a day, compared with Rs.100 a day pre-Tsunami (Rs.100 = US$1). CFW activities included clearing debris, laying roads and de-silting ponds. This created inflation and also shortage of labour for livelihood activities such as micro-enterprises and farming. CFW activities overlapped with the agriculture season and labour could not be obtained on time, since wages for farm labour were only half those for CFW. Therefore, some large farmers got bank loans and imported harvesters. After the CFW was over, the labourers became unemployed since the farms that engaged them before were now mechanized. It proved very difficult in Sri Lanka to ensure that all agencies stayed within the agreed daily wage rate for CFW.

If cash injections cause inflation, groups not targeted for CFW may end up being unable to access food themselves, causing a major negative impact. In a situation where the target group and amount is small proportionate to the size of the economy, negative impact is unlikely. For example: cash transfers to a specific section of a community within a large urban setting are unlikely to unbalance the wider economy.

Coordination with other agencies and organisations implementing CFW is recommended to avoid different wage rates within the same geographical area or close neighbouring communities. Without some agreement on wage rates, there is an increased danger that wages become inflationary and that people will leave other more permanent work opportunities to join CFW. In the aftermath of a major crisis, the cluster dealing with CFW projects provides a forum for discussion and agreement on wage rates. ILO with its special mandate should play a leading role in the discussion.

Even where CFW is implemented in the aftermath of a crisis, there are some organisations that advocate the inclusion of a community contribution for works at community level. This contribution would further deplete the resources of the community and add to their burden. It is recommended that in the post-crisis relief/ early recovery phase that there will be no community contribution. Even in development works the issue of community contributions needs careful consideration. (See section 2.11)

### 2.7.2 National minimum wage

Where they exist legally established minimum wage levels must be respected. In emergency situations, special rates or exceptions can be set by governments, Ministries of Labour, Trade Unions etc to allow for more flexibility and lower rates so as to fulfil targeting objectives. However prior agreement needs to be obtained before setting a wage rate that is less than the regulated minimum. While it is acknowledged that

regulated wage levels are usually concerned with the formal economy and are often barely relevant and seldom applied in the much bigger informal economy of developing countries, it is important for the agency or NGOs to understand that in the event of a dispute with workers, the regulated wage levels will usually be applied and in most cases compensation in the form of backdated payments will have to be made. Using the official minimum wage levels as a basis for wage level setting can be difficult as they can be too high and thus do not reflect the realities of wage levels on the ground, particularly where there is a large informal economy. Conversely they may also be too low[39] and thus may not meet the social objectives of the CFW project.

### 2.7.3 Negotiating and setting wages

Experience indicates that the starting point in establishing wages for unskilled workers is the prevailing market wage for agricultural workers. This may differ and can be higher or lower than the official minimum legal wage rate where they exist. Where CFW is targeted at the poorest in the community a reduction in the basic rate below that of the agricultural rate may be seen as a method of attracting only the most vulnerable however, this may not always be the result. The beneficiary financial requirements must still be met and care needs to be taken to ensure that workers are not being exploited. The agricultural minimum wage will of course not necessarily be applicable in an urban setting.

In discussions with communities it is important to link the wage rate with the idea of task work and productivity so that it is clear that this is not a handout but a wage for temporary employment which will only be paid on the completion of an agreed amount of work.

Skilled wage rates need to be negotiated separately, but it is best that skilled workers are paid for their output rather than on a daily basis (e.g. per completed culvert or per $m^2$ of a masonry wall).

39 In Zimbabwe the minimum monthly wage rate for agricultural workers was equivalent to 2 US$ in Dec 2008. The cost of a loaf of bread was 1.5 US$

## 2.8 Efficient and effective payment arrangements – transparency and accountability

Although this needs to be considered at the planning stage, this is more of an implementation task. At the planning stage, thought should be given to the organisation for actually paying the cash to the workers, spot checks and effective monitoring of wage payments by the ILO and the logistics of reaching the beneficiaries safely with their cash.

Where police escorts are needed for the carrying of money to the various sites, this needs to be organised and often also paid for. Depending on the country, location, and circumstances this could range from 2 to 5% of the actual wage bill. The frequency and promptness of payments will be discussed in section 4.

## 2.9 Health and safety (including security)

### 2.9.1 Health and safety as part of Decent Work

The main priority of a humanitarian response is promptness and scale. (How quickly can they get started and how many people can be assisted?) In many cases, experience shows that with the exception of unexploded objects (UXOs) and landmines, too little attention may be given to health and safety matters.

> Safety and Health in Construction Convention, ILO, 1988 (No. 167): All appropriate precautions shall be taken to ensure that all workplaces are safe and without risk of injury to the safety and health of workers. Workers shall have the right and the duty at any workplace to participate in ensuring safe working conditions to the extent of their control over the equipment and methods of work and to express views on the working procedures adopted as they may affect safety and health.

Lack of basic health and safety provision on worksites can not only put workers lives at risk, it also affects motivation and productivity. Provision for drinking water, medical first aid, ablution facilities, washing facilities and whatever protective clothing is necessary should be included as part of the normal planning, implementation and budgeting procedures.

Account needs to be taken of particular risks associated with the work, the worksite, or the environment and a rapid safety audit carried out during the planning stage to identify particular risks.

For example:

- Special precautions need to be taken for garbage as many pathogenic organisms may be present. Work cannot be attempted without the proper safety clothing.
- Rubble clearing from around damaged buildings may require expertise to ensure buildings are safe from collapse.
- If power, gas or fuel lines are present liaise with service companies to determine any associated special risks.
- If there is a risk of UXOs and/or land mines, they should be cleared before work commences, awareness training provided to staff and standard procedures prepared and drills practiced in the event of a staff member discovering a UXO or mine.

The usual construction site concerns must also be addressed, such as:

- Workers breaking large rocks must be equipped with safety goggles to prevent possible eye injuries.
- Worker in quarries or excavating in material above their head height must be aware of the danger of undercutting and possible collapse, burying workers.
- Workers excavating trenches must never go deeper that waist high without shoring of the trench.
- A source of clean drinking water for the workers

General:

- Wherever possible an appropriate health and accident security scheme should be identified and the workers insured. It may be difficult to identify an appropriate scheme, and advice should be sought from the ILO office at country or regional level

These are just some of the most common risks and precautions that need to be taken. It is the responsibility of the project manager to ensure that workers operate in a safe environment.

### 2.9.2 Security, health and safety of ILO staff and implementing partners

Not only must the wellbeing of the beneficiaries working in CFW be taken into consideration, but the health, safety and security of the project staff and ILO monitors needs to be addressed. Not only is it vital for the ILO as the responsible agency to protect staff and partners, but this also has cost and time implications for the implementation of the CFW. Security advice can be accessed from the ILO and UN. The ILO, as a UN agency, is bound by the decisions of the UN security team.

Even when responding to natural disasters, the following points should be considered:

- In a post conflict situation sporadic violent incidents may continue on even after a peace agreement has been reached and even if the humanitarian response is the result of a natural catastrophe.
- In certain areas travel needs to be undertaken with a security escort and in specially fitted armour vehicles – working in areas where this is required will significantly affect the cost of operations.
- In some areas it may be possible for local NGOs to move more freely given that they are not as obvious as the UN, however, local NGO staff should never be irresponsibly put at risk.
- Even where local partners are operating the ILO staff must be in a position at least to monitor the implementation and the progress.
- Proper security training may be a requirement as well as radio operation training
- All staff should have proof of relevant vaccinations, especially where outbreaks of infectious diseases are likely;
- First aid kits need to be available in all vehicles, and on sites

Every precaution must be taken to minimise risks, and security advice must be followed.

## 2.10 Coordination and information sharing

As has been indicated in section 1.5.2 above, the government and their appointed ministry or agency is responsible for coordination of relief efforts. In the case of a major crisis they may be supported by UN-OCHA in this task. It is critical that the ILO and the ILO partners are active in information sharing and contributing to the decision-making processes of these bodies.

Coordination at district / local level will often be carried out either through a decentralised arm of the disaster response ministry or agency, or the responsibility may rest with the local authority. Again it is vital that the local authorities are aware of the proposals the ILO are preparing and support the work proposed by the ILO.

## 2.11 Other challenges

### 2.11.1 Impact of CFW on other community participation projects

Other NGOs & development actors should be consulted over the implementation of CFW programmes. Paying people for community projects may have a negative effect on future projects where some self-help inputs are expected of the community. Methods for limiting this impact should be discussed with stakeholders. Emphasis should be placed on the post-crisis and early recovery aspects. Cash is being distributed only for the purpose of recovery.

The ILO has rules covering self-help, and not all activities that take place under this title properly conform to the rules. Therefore, where criticisms of payments for community projects arise, the details of the projects which might be affected need to be examined to understand whether the ILO should be concerned or not about negative effects. The rules are laid out in box 2.11.1 below.

In making a distinction between wage-labour projects and those self-help projects which do not involve an employment relationship, the main points to be considered are outlined below. As a starting point, it should be understood that calling a project self-help does not automatically mean that workers in the project are outside of an employment relationship[40].

Consideration must be given to:

a. the distinction between persons working for their own immediate benefit (self-help) and persons working for the benefit of third parties;
b. the distinction, in local communal works, between the members of the community who are to benefit from those works(self-help) and persons not belonging to that community;
c. the distinction between local works in the direct interest of the community concerned (self-help) and works of general public interest.

40 Source: Tajgman, D & de Veen,J, EIIP: Labour Policies and Practices, ILO, 1998

### Box: 2.11.1 Conditions for Self-help

Distinction between persons working for their own immediate benefit and persons working for the benefit of third parties. This distinction has been of importance mainly in connection with work relating to land, such as schemes for soil conservation or improvement, irrigation and afforestation. When such work has been undertaken by the owners or users of the land concerned (whether held under individual or communal tenure), there would be no objection to providing them with some type of incentive, to the exclusion of a cash remuneration.

If labour is provided by members of the community who later will not have access to the improved land, and will continue to work as labourers only for the farmers, then these labourers are not beneficiaries and must be paid for their participation in the improvement works.

Distinction in local communal works, between the members of the community which is to benefit from those works and persons not belonging to that community. In many cases, where local improvement works were to be carried out by the members of the community concerned, provision has been made for an incentive only. This is acceptable for community members who will directly benefit only.

Distinction between local works in the direct interest of the community concerned and works of general public interest. Questions relating to this distinction have most frequently arisen in connection with projects involving road works. Where relatively short stretches of link or feeder roads are concerned, which are intended to meet the specific needs of the local community in facilitating access and the marketing of produce, their execution on a communal basis with no wage does not give rise to any objection. The situation is different where more important components of the national road network, and particularly main highways, are involved. Even if the communities providing labour are likely to derive some benefit from such projects, the specific local interest is outweighed by the benefit accruing to the wider community, and provision should accordingly be made for payment of a cash wage.

Care must be taken within communities that non-paid labour is not only provided by the poorer section of the community and the maximum benefits accrue to the wealthier sections of the community. Whenever un-paid labour or labour rewarded by some incentive but not a proper wage is promoted, then each adult member of the community must contribute according to their ability, and each member benefit. This argument is only applicable to community infrastructure. Any public works need to be paid at not less than the national minimum wage, but can be increased above the minimum if this is no longer an applicable wage rate.

## 2.11.2 Social goals and concerns

CFW may have additional goals beyond providing employment, such as integration

of returning refugees, peace building, gainful employment of ex-military or militia groups. At the planning and proposal stage the options for including specific target groups (without alienating other sections of the population) should be established and clear targets set for their inclusion in the programme. Specific advice can be sought from ILO/CRISIS and UNHCR on returning refugees or OIM on the inclusion of Internally Displaced Persons (IDPs) in combination with locally affected communities. The case study from Timor Leste provided in section 5 of this document provides examples of the inclusion of ex-combatants, and work with beneficiaries living in camps and in communities.

### 2.11.3 Environmental concerns and green jobs

Crises are a devastating experience for those affected by them however, they are also a time of opportunity to make changes and improve on existing situations. This is particularly so in relation to natural disasters where infrastructure and buildings can be reconstructed as they were before the disaster or improved according to the needs of the community and the local environment.

Vegetation planting on degraded slopes – photo – ILO Draft Green Jobs Guide

If it is anticipated that the CFW will deal with the reconstruction or repair of houses and buildings or with the reinstatement of roads, pathways and bridges, then the improvements must comply with government standards on earthquake resistance, flood resistance etc. At the same time care needs to be taken that improvements to irrigation, terracing etc., does not negatively affect the environment. In areas under pressure from felling of trees, the planting of family tree lots or reforestation could be very suitable activities for CFW provided a reasonable source of seedlings can be found. In areas vulnerable to landslides, houses cannot be rebuilt in areas where they are likely to be buried by a mud slide during the next rains – what options are there for slope stabilisation and control of rainwater run-off?

When designing CFW in a fragile environment, the nature of the activities and their execution calls for proper technical design, planning and implementation. This support needs to be sourced and included in the proposal. Actions taken in response to a crisis should always incorporate disaster mitigation measures.

## 2.12 Final check

Once the CFW proposal is prepared, the following questions should be used as a check list to ensure all necessary elements have been included:

1. Who are the target beneficiaries?
2. Where are they?
3. What assistance are they receiving already?
4. What are the objectives of the CFW?
5. How much CFW support is needed in the different localities and for how long?
6. Are wage rates agreed in general nationally / regionally?
7. How will the CFW be implemented?
8. Which partners if any have been selected?
9. Is there any need for training, and if so who can provide the training?
10. Are there any special logistic or security issues?
11. What discussions have been held with government and other coordinating bodies?
12. Is the budget realistic?
13. Is funding identified?

## 2.13 References

*Cash for Work – A Practical Guide, Oxfam, GB, July 2002*

*Community-based livelihoods Recovery Programme for Earthquake affected Areas of Azad Jammu and Kashmir (AJK) and NWFP, Government of Pakistan, UNDP, FAO, ILO, UNIDO, NRSP, SDF, SRSP, 2006*

*Employment Intensive Reconstruction Works in Countries Emerging from Armed Conflicts, ILO 2001*

*Local investments for climate change adaptation: green jobs through green works, ILO, 2011*

*Preliminary Assessment of the Impact on Decent Employment and Proposed Recovery Strategy focusing On Non-Farm Livelihoods, ILO & Ministry Of Labour and Employment, Government of the People's Republic Of Bangladesh, March 2008*

*Productivity Norms for labour-based construction ILO, 1998*[41]

*Tajgman D. & de Veen, J. Labour Policies and Practices, ILO 1998*

*Technical Paper 3, Cash for Work, a survey of demand for temporary employment in cash for work projects, ILO & TAFREN, Sri Lanka, 2005*

41 This document is written for labour-based construction and the productivity norms may need to be reduced for CFW

# 3

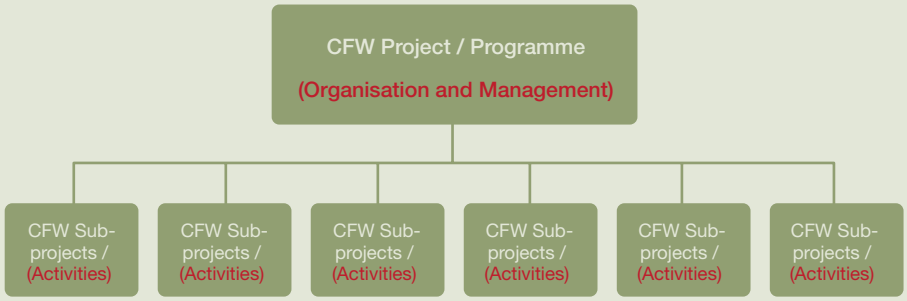
# Designing sub-projects (CFW activities)

# Basic design decisions for a CFW Project/Programme

## Designing CFW activities at community level

In section 2 above, arguments and options for decision-making on the general framework and strategies for designing a CFW project or programme were presented. This section now deals specifically with actual activities which are suitable for implementation under CFW at community - sub-project level. Figure 3.1 below illustrates the relation between the overall CFW programme and the specific activities which are agreed at community/camp level and with Government.

Figure 3.1.Project/ Programme and sub-project/ activities




## 3.1 Information tables for common CFW activities

The tables below provide information as to the appropriateness of various options commonly considered as appropriate for CFW. The assessment column in the tables indicate how suitable an activity is for CFW and which aspects are relatively straight forward (good/simple), and which need special attention or care.

### 3.1.1 Clearing and reconstruction works

**Clearing and cleaning of debris**

The activity of clearing immediately after a disaster is very necessary before other activities can be planned or implemented. The clearing of debris into piles for collection and disposal is relatively straight forward, however additional resources and budget will be required if the rubble removal to an authorised waste tip has to be paid for by the project.

Table 3.1.1(a): Clearing and construction work

| Description of issues to be considered | Assessment | Remarks |
|---|---|---|
| Employment creation potential | Good | Very suitable for unskilled labour as long as the debris is not dangerous. |
| Percentage of total programme budget in wages | 50-75% | Depends on costs for handtools including wheel-barrows or carts and the location of the authorised dump site. Clearing to a temporary site will result in double handling of the debris. |
| Technical simplicity: Design | Simple | No design, only logistics. |
| Technical simplicity: Work | Simple | Only work organisation. |
| Tools, equipment, materials and transport | Need attention | For clearing only local hand tools are necessary, but transport to remove debris is also needed and this will need to be identified either as an available resource or something which needs to be budgeted for under the project. |
| Supervision | Simple | Simple measuring, task setting and recording skills only. |
| Skilled labour needed | None | Almost no skilled labour needed. |
| Other resources needed | Yes | Accessible and agreed safe dump sites. |
| Safety issues | Need attention | Protective clothing and gloves needed plus basic hand washing facilities. |
| Possible improvement over pre-crisis situation | Slight possibility | Could be developed later into a proper waste management scheme – but this requires longer-term commitment. |

## Building material recovery

This activity covers the separation of bricks, blocks, roofing sheets, timber etc. from other debris and the cleaning and stockpiling of these materials to make them ready for possible re-use.

Table 3.1.1(b): Building material recovery

| Description of issues to be considered | Assessment | Remarks |
|---|---|---|
| Employment creation potential | Good | Good for simple buildings but will be less appropriate for major reinforced concrete structures |
| Percentage of total programme budget in wages | 70 -80% | Assumes building materials can be stockpiled on site |
| Technical simplicity: Design | Simple | No design needed |
| Technical simplicity: Work | Simple | Easily carried out by an unskilled workforce |
| Tools, equipment, materials and transport | Simple | Handtools and safety clothes only. Wheelbarrows or carts for removal of non-recyclable materials away from the cleared area or transport. |
| Supervision | Simple | Simple measuring, task setting and recording skills only |
| Skilled labour needed | None | No skilled labour needed |
| Other resources needed | Yes | Skilled assessment of damaged buildings and how they can be safely demolished or repaired |
| Safety issues | Need attention | Care needs to be taken for unsafe buildings |
| Possible improvement over pre-crisis situation | N/A | N/A |

## Building repairs or reconstruction

Repairing houses and simple buildings or the reconstruction of houses and simple buildings requires building materials (sand, stone, timber roofing, other local building materials, sanitation and electrical installations, etc). With this activity emphasis will be on the availability of construction materials and skilled workers such as masons and carpenters.

Table 3.1.1(c): Building repairs or construction

| Description of issues to be considered | Assessment | Remarks |
|---|---|---|
| Employment creation potential | Medium | Suitable for unskilled labour and is often a priority of affected communities. |
| Percentage of total programme budget in wages | 50 – 60% | Will vary with material and skilled labour costs, but will need at least a minimum of materials |

| | | |
|---|---|---|
| Technical simplicity: Design | Medium | Designs must conform to approved standards for mitigation against the types of disasters which occur in the area. |
| Technical simplicity: Work | Simple | Although most of the work will be straight forward, the buildings must be constructed to the agreed standards |
| Tools equipment materials and transport | Simple | Local hand tools and masons tools will be needed, but also materials and transport for materials will be needed. Budget for materials and identification of material sources will be needed. Transport can be hired depending on availability and accessibility. |
| Supervision | Medium | Design and supervision needs personnel with technical skills and knowledge |
| Skilled labour needed | Medium | Masonry and carpentry skills will be needed and in some cases plumbing and electrical. In the case of houses with reinforced concrete elements some steel fixing and shuttering skills will be needed |
| Other resources needed | Agreed designs | Agreements on standards for housing should ensure that houses are re-built to more resistant designs using appropriate materials. Standard designs also mitigate against competition or jealousy where houses of different specifications and sizes are being constructed. Ministry designs for schools and other public facilities should be accessed from the appropriate authorities. |
| Safety issues | Minor | Any use of scaffolding for more than single storey buildings needs to be carefully controlled |
| Possible improvement over pre-crisis situation | Yes | Disaster mitigation measures are included in the new designs |

## Road re-opening/clearing, emergency repair, re-digging/cleaning of drainage system

The re-establishment of communication links is vital to the movement of relief goods and for access to services. The first stage in terms of transport is the clearing of blockages to road and trail links and the functioning of the drainage system. Once routes are cleared an assessment can be made of the works needed to enable vehicles and pedestrians to safely use the route.

Table 3.1.1(d): Re-establishment of communication links

| Description of issues to be considered | Assessment | Remarks |
|---|---|---|
| Employment creation potential | Good | Suitable for unskilled labour and is often a priority of affected communities - care must be taken to distinguish between clearing and reconstruction |
| Percentage of total programme budget in wages | 70-80% | Will vary with the costs for removing debris if not simply silt and vegetation, etc. |
| Technical simplicity: Design | Simple | If no new sections of road are to be worked on. Clearing is straight forward. A check should be made for national standard clear widths for national, provincial, district and rural access roads. |
| Technical simplicity: Work | Simple | Most of the work will be straight forward and only work organisation will beneeded. However, the clearing should reflect the reconstruction needs (e.g. clear widths conform to district or village road standards where applicable) |
| Tools, equipment materials and transport | Simple | Only local hand tools and possible extra tools for bridge /culvert cleaning, wheelbarrows or carts for removal of excavated soil and debris away from the cleared area. Could be a need to construct temporary log culverts or bridges for minor water crossings |
| Supervision | Simple | Simple measuring, task setting and recording skills only |
| Skilled labour needed | None | |
| Other resources needed | Agreed designs | Technical checks to ensure drainage channels will function. Design of minor temporary stream and river crossings. |
| Safety issues | Minor | As roads become passable, warning signs for work in progress need to be displayed |
| Possible improvement over pre-crisis situation | N/A | This will come with any reconstruction after the general clearing |

## Irrigation repairs/ improvements/ maintenance on local irrigation systems

Similarly to the re-establishment of access, there may be immediate need to clear and renovate irrigation schemes, especially if seeds are being made available or it is the planting season.

Table 3.1.1(e): Irrigation works

| Description of issues to be considered | Assessment | Remarks |
|---|---|---|
| Employment creation potential | Good | Suitable for unskilled labour and is often a priority of affected communities especially if seeds are being distributed for planting - care must be taken to distinguish clearing and minor repair from full reconstruction |
| Percentage of total programme budget in wages | 70-80% | Will vary with the costs for removing debris if not simply silt or soil. |

| | | |
|---|---|---|
| Technical simplicity: Design | Medium | Designs must conform to approved standards for mitigation against the types of disasters which occur in this area. Great care needs to be taken with invert levels on irrigation schemes, with gates and water crossings. The knowledge and experience of the farmers must be recognised and incorporated |
| Technical simplicity: Work | Simple | Although most of the work will be straight forward, the clearing should reflect the reconstruction needs (e.g. channel shape will allow lining in future reconstruction phase) |
| Tools equipment, materials and transport | Simple | Only local hand tools and possible extra tools for bridge /culvert cleaning, wheelbarrows or carts for removal of excavated soil and debris away from the cleared area. Materials may be needed for temporary crossings over irrigation channels, or emergency repairs to irrigation gates |
| Supervision | Simple | Simple measuring, levelling, task setting and recording skills only |
| Skilled labour needed | Yes | If minor masonry repairs are being made |
| Other resources needed | Agreed designs | Technical checks to ensure irrigation channels will function (gradients) and that they will pass under existing culverts and bridges or future culverts and bridges |
| Safety issues | Minor | Care with excavation depth and water flows |
| Possible improvement over pre-crisis situation | N/A | This will come with any reconstruction after the general re-opening / re-digging |

## Water supply

Water supplies are very variable in their nature and not all are appropriate for CFW. Where boreholes are in use and need to be re-drilled this requires specialised equipment and would therefore not be appropriate for CFW. Where wells need to be re-dug, this can be done but specialist water engineering advice is required and close attention to safety during excavation (regardless of local practice). What can be done through CFW is the cleaning of water sources, the relaying of water supply networks and water points, and de-silting of wells. (Extra technical assistance is needed for desalination which is less suitable for CFW).

Table 3.1.1(f): Water supply works

| Description of issues to be considered | Assessment | Remarks |
|---|---|---|
| Employment creation potential | Good | Suitable for unskilled labour and is often a priority of affected communities. |
| Percentage of total programme budget in wages | 50-60% | Will vary with the costs for removing debris if not simply silt or soil and any replacement pipes and other materials. |
| Technical simplicity: Design | Medium | Technical checks need to be made on the water source and the supply system needs to be properly designed. |
| Technical simplicity: Work | Simple | Easily carried out by an unskilled workforce<br>Excavation for pipe laying is technically simple, but the laying, connecting and testing of the pipes will need some technical advise |
| Tools equipment, materials and transport | Simple | Local hand tools. Where pipes and new water points are included then the materials for these will need to be provided. Bedding materials for the pipes, if needed. Pipe fitting tools may be required |
| Supervision | Medium | Correct pipe and channel gradients are vital for the functioning of a water supply and the correct setting out to avoid peaks in the pipeline. |
| Skilled labour needed | Perhaps | Where connections are to be made plumbing skills may be needed otherwise unskilled work |
| Other resources needed | Agreed designs | Water supply design and supervision checks, in line with national and international water supply norms |
| Safety issues | Minor | Care with any deeper excavation |
| Possible improvement over pre-crisis situation | N/A | Minimum standards for water supply (e.g. taps per households etc. ) must be adhered to and this may or may not result in an improvement over the previous water supply system |

### Example of the CFW response to flooding in Sindh Province in Pakistan, 2011

In August Monsoon rains inundated almost all of Sindh Province, affecting 8 million people and causing huge losses in livelihood and jobs. ILO supported interventions included:

- Emergency livelihoods restoration through Cash for Work programme in Badin and Mirpur Khas districts, province of Sindh.
- Livelihood damages and losses assessment
- Prevention of Child labour guidelines for Cash for Work

The CFW interventions through labour intensive work restored healthcare facilities and water reservoir, clean access pathways/roads and houses, and constructed pit latrines. All employment generated under CFW observed International Labour Standards including those on child and forced labour, and discrimination in employment opportunities.

The ILO initiated a rapid CFW intervention jointly with the National Rural Support Program (NRSP).

The key feature of this program was:

- 24,400 person day of Cash for Work (CFW)
- 60,000 families benefited

### 3.1.2 Green Jobs

Some of the labour intensive works are specifically designed to assist in the adaptation to climate change. Some activities are designed to mitigate soil erosion, land degradation and deforestation.

#### Agricultural terracing

Terracing is often associated with rice growing but is also used for a wider variety of crops. Agricultural terracing can assist farmers to repair their terraces, in some cases this can involve an improvement in the stability of the hillside slopes and improved resistance to erosion from run-off.

Table 3.1.2(a): Agricultural terracing

| Description of issues to be considered | Assessment | Remarks |
|---|---|---|
| Employment creation potential | Good | Suitable for unskilled labour and is often a priority of communities reliant on farming. |
| Percentage of total programme budget in wages | 50 - 80% | Costs will vary depending on whether local construction materials need to be transported or not (e.g. stone for stone terracing rather than just soil terracing, appropriate plants for soil protection) |
| Technical simplicity: Design | medium | Technical checks need to be made on the outflows and soil erosion protection. The experience and knowledge of the farmers must be recognised and incorporated. Use of opportunities to improve design for disaster resistance. |
| Technical simplicity: Work | Simple | Easily carried out by an unskilled workforce |
| Tools, equipment, materials and transport | Simple | Local hand tools and possible extra transport for stones |
| Supervision | Medium | Construction to specification needed to prevent future flooding and erosion problems |
| Skilled labour needed | No | Unless for stone masonry work |
| Other resources needed | Agreed designs | Design to be checked with Min. of Agriculture |
| Safety issues | Minor | Great care is needed in regions prone to mudslides and in areas with unstable slopes |
| Possible improvement over pre-crisis situation | N/A | More stable construction with better resistance to flooding and erosion |

## Erosion protection and slope stabilisation

In many areas deforestation has led to an increase in the number of unstable slopes. The protection of slopes is an activity which can offer improved disaster prevention.

Table 3.1.2(b): Erosion protection and slope stabilisation[42]

| Description of issues to be considered | Assessment | Remarks |
|---|---|---|
| Employment creation potential | Good | Suitable for unskilled labour but may not be recognised as an immediate need by the affected community |
| Percentage of total programme budget in wages | 50 - 80% | Costs will vary depending on whether simple slope preparation and planting is sufficient or whether physical barriers need to be constructed |
| Technical simplicity: Design | Medium | Technical design is essential to ensure the correct gradient for the slopes given the type of soils. Also cosmetic work on the slope surface may not address the underlying instability of the slope. |
| Technical simplicity: Work | Simple | Easily carried out by an unskilled workforce. Where gabions[42] or bamboo structures are used some on-the-job training may be necessary |
| Tools, equipment, materials and transport | Simple | Only local hand tools, but could be need for stones, mesh for gabion baskets, or poles and bamboo, including and transport of these materials |
| Supervision | Medium | Construction to specification needed to prevent future flooding and erosion problems |
| skilled labour needed | No | Unless for stone masonry work |
| Other resources needed | Agreed designs | Design to be checked with relevant ministry |
| Safety issues | Minor | Great care is needed in regions prone to mudslides and unstable slopes |
| Possible improvement over pre-crisis situation | N/A | More stable construction with better resistance to flooding |

-RACBP Nias, Indonesia ILO – Photo - JT

The photo provides an example of soil retaining measures constructed with bamboo. The spaces between the bamboo will be planted with local vegetation with good root systems.[43]

The CFW activities described above assume that the participants are in their own

42 Gabions are mesh baskets which can be filled with stones and laced together to provide a flexible wall to retain soil.

43 Photo-JT-RACBP Nias, ILO

area and will work on restoring their own homes and community infrastructure. It is also possible to employ people on public works such as the clearing of district roads or municipal roads and the re-opening of side ditches and drains. This needs to be organised with the agreement of the local authorities and in a manner which complies with their standards.

There are other activities which are possible through CFW, for example: construction of flood protection, establishment of reforestation nurseries; and subsequent tree planting, construction of erosion protection along rivers or even small streams and drainage outlets; and re-establishment of fish ponds. These activities are unlikely to be immediate priorities for communities and would therefore tend to be undertaken during recovery rather than during the emergency response and early recovery phase.

### 3.1.3 Social sector CFW

Child care, care for the elderly, temporary school teachers, camp cleanliness and other activities to deliver social services.

Table 3.1.3(a): Social works

| Description of issues to be considered | Assessment | Remarks |
|---|---|---|
| Employment creation potential | Good | The CFW must not replace permanent staff. These jobs should be temporary and for the emergency / early recovery phase only. |
| Percentage of total programme budget in wages | 50 - 80% | Costs will vary depending on whether additional materials, food, care packets are needed. |
| Technical simplicity: Design | Not applicable | May need special temporary accommodation (e.g. field tents). |
| Technical simplicity: Work | Not applicable | Care professionals who cannot continue at their normal place of work would be qualified to continue on this basis until facilities begin to operate normally again. Can also be an opportunity for who wish to work close to home. |
| Tools, equipment, materials and transport | Simple | Books, teaching materials, seating and other care materials may be needed. |
| Supervision | Medium | Advice from the relevant social services should be included as swiftly as possible |
| Skilled labour needed | Yes | Teachers must have minimum numeracy and literacy skills. |
| Other resources needed | Not applicable | |
| Safety issues | Minor | Sites for the temporary premises should be checked for safety aspects. |
| Possible improvement over pre-crisis situation | N/A | Temporary support gives time to reconstruct facilities in a more robust manner and to allow an ordered return to social services including training. This helps to ensure that there will not be a gap in the provision of services for those in need. |

## Examples of CFW activities from Pakistan, arising from the National floods in 2010

July Monsoon rains, including multiple cloud burst on Northern Mountains, caused the tidal wave which directly affected 20 million people and one fifth of Pakistan's land mass. ILO estimated that floods caused 5.3 million livelihood and jobs losses across Pakistan.

The ILO reacted swiftly with the implementation of a CFW programme:

- CFW programme in Nowshera, Peshawar, Muzzafgarh, Sukkur, Kashmore and Shikarpur
- CfW programme implemented in three provinces – total of six districts

Re-opening of irrigation through CFW, Peshwara, Pakistan – photo-JT

70,000 workdays were created under CFW schemes, while ensuring observance of International Labour Standards. Private Sector adopted ILO's decent work approach on CFW and built 400 houses. These interventions were made jointly with the Employers Federation of Pakistan (EFP), Pakistan Workers Federation (PWF), Pakistan National Textile Leather Garments and General Workers Federation (PNTLGGWF). Thus the tripartite structure of the ILO in Pakistan supported the office in the implementation.

In addition ILO also worked with Civil Society organisations already established at local level with a good relationship to the affected communities.


Recovery of materials and reconstruction of home compounds in Nashwera, Pakistan – photo - JT

The CFW partnership with the EFP resulted in the private sector adopting the CFW approach for its relief work. For instance, Khyber Pakhtunkhwa Chamber of Commerce & Industry adopted the same approach and rehabilitated 400 floods affected houses simultaneously generating local employment opportunities.

In some areas, women were restricted in their access to work and carried out tasks which could be achieved within their own family compounds

## 3.2 Project design processes

### 3.2.1 Keep the planning simple

Experience indicates that in many emergency situations the first priority of local authorities, communities, NGOs may just be to get a CFW activity or project up and running, to be seen to be responding to a humanitarian need. There may be little appreciation of the need for a plan or it may be seen as "wasting time" to prepare a plan. Therefore the planning process – that is the time and resources spent preparing a plan - should reflect the urgency of the situation. The purpose of a planning exercise is to provide a working tool that can guide, react to changing conditions and monitor the achievement of an objective.

Often when attempting to convince local communities or authorities or NGOs of the importance of a plan it is useful to use an everyday example of planning of which they are already familiar. For example: A subsistence maize farmer must clear the land, till the soil, plant the crop, apply fertilizer, weed the crop, harvest, shell and bag the crop. All of these activities must be done in a sequence. The decision on the amount of effort (land cleared) and application of external resources (seed and fertilizer) that will be applied will be based on other constraints such as availability of land, labour etc. Even this plan may change if there is a change in the weather or part of the crop is lost due to drought, floods, or fertilizers prices rise etc. Draw this process on a blackboard together with the community and they will be more convinced of the need to prepare a plan and will be better equipped to contribute to the planning process.

The main factors to be considered in a work plan for the typical CFW type projects are the identification of operations and activities, setting of production targets, scheduling of resources, preparing a cash flow plan and setting progress benchmarks for review of progress and necessary revision of work plans. For a large scale CFW programme that may contain a number of independent or dispersed sub-projects individual short-terms plans would be prepared that would then be linked into a programme master plan.

### 3.2.2 Know the worksite, understand the prevailing conditions

It is important that the site engineer or whoever is technically responsible for the works, including the safety of workers, physically inspects the work site where the CFW activities will take place. This may require a walk along a road to be improved, hills to be terraced, land to be reforested or inspections of garbage heaps and dump sites. Whatever the nature of the works, it is the responsibility of the engineer to carry out an initial reconnaissance. This will allow identification of potential problems before they occur, identify possible trouble spots, potential hazard and similarly identify

where savings in time or efforts can be made. Even if the engineer has a team of junior staff, engineers, technician, or supervisors it is the responsibility of the technical expert to ensure that he or she physically inspects the proposed work site and working environment.

### 3.2.3 Breakdown the CFW activity into individual tasks

This is simply a process of identifying the main tasks involved in completing the chosen activity. Then, the sequence in which they can and should be carried out needs to be thought through The process starts with estimating the quantity of work involved in each task, the number of workers that need to be assigned and the number of days needed to complete the activity. The workers assigned to each task must be balanced so that all work can progress in sequence. This also involves the measurement of the quantities of each task, and the identification of other resources such as tools and equipment so that work can proceed in an organised fashion and the resource use is optimised.

Annex 1 provides examples of typical tasks and operations with the quantities of work that can be achieved for the most typical type of CFW activities[44]. A short example of how the taskrates are used to develop a workplan is provided in annex 2.

### 3.2.4 Example of a CFW planning process

Below is an example to illustrate the planning process.

The identified sub-project is to excavate compacted debris and garbage and pile for loading, transport and unloading at designated dump site. Due to the nature of the garbage it will be necessary to firstly excavate and heap and then loaded independently on to the trucks.

**Start by gathering background information that will be needed for the plan:**

i. General
Work must be completed as quickly as possible - within 30 days as rains are due and people are in urgent need of work.

ii. Identify employment need, availability and management
Maximum number of people available in the area for recruitment for this activity is 200. The numbers which can be employed are limited by the amount of work

44 Adapted from/source: Planning and Implementing Local Infrastructure Works - Guidelines for Tambon Administrative in Thailand, Bangkok, ILO, 2004

and the capacity to manage the works and the administration of the payments. This size of workforce is manageable as a sub-project.

iii. Sub-project quantities

Quantity of garbage to be removed = 3000m³.

iv. Task Rates[45]:

(Task rate is the amount of work that should be achieved by one person in one working day)

- Excavation or heaping 2.0 m³/workday,
- Loading 2.0 m³/workday,
- Unloading 4.0 m³/workday,
- Wages USD 4/ day unskilled, USD 6/ day for supervisors.

Note: People will not be paid for daily attendance but based on the amount of work accomplished. Once the assigned task is completed the workers will be free to leave the site, and will be awarded a day's wage. If workers cannot finish their task than the task rate may be set too high. If workers are leaving the site very early then it is likely that the task rate is set too low. Normally a task should be finished win around 6 working hours.

v. Haulage

The haulage resources available through hiring of trucks are 10 trucks each capable of carrying 3m³ of non-compacted garbage. The trucks cost USD 50/ day. It is estimated that they will be able to transport 5 loads per day. It may be that the trucks are in relatively poor condition so it is safer to assume that there will be 1 truck breakdown per day. Trucks are only paid when operating. Trucks that have a breakdown will be paid on a pro rata basis for the number of trips made.

vi. Loading, transport and unloading

Assume a loading time 30 minutes, unloading 20 minutes, haulage return trip of 30 minutes (say 1 hour and 30 minutes for complete cycle).

Table 3.2.4(a): Identified tasks in sequence

| Task |
|---|
| Excavation |
| Loading |
| Haulage |
| Unloading |

Table 3.2.4(b): Estimate the quantity of each task

| Task | Quantity (m³) |
|---|---|
| Excavation | 3 000 |
| Loading | 3 600 * 1.2 ( to allow for bulking factor of loose garbage) |
| Haulage | 3 600 |
| Unloading | 3 600 |

45 The amount of work to be achieved under these task rates is greater that the example for the overall budget planning in section 2.4.2 which demonstrates the variety of task rates depending on the location and the context of the activities.

## Identify the main constraint around which the planning will be made

The CFW activity will be designed on the basis that the number of workers available and the amount of work to be done is known. What is the other main component that will need attention at the planning stage? The component needing the most urgent attention will be transport (the haulage of the debris away to a designated tipping site, and the availability of trucks not only in terms of haulage capacity but also in terms of matching the numbers of workers to the output per truck per day and the practicalities of loading and unloading a truck). As the haulage capacity is the constraining factor then the number of worker that can be employed in either loading or unloading at any one time is determined by the haulage capacity. The number of workers that can be employed in excavation must be sufficient to ensure that sufficient soil is available for loading in any one day. As material can be stockpiled for a number of days before loading this allows a degree of flexibility in the recruitment and assignment of workers. If 10 trucks are available and it is assumed that only one breaks down per day, and each of the remaining 9 trucks can transport 5 loads of 3 $m^3$ of garbage per day, then the total amount of garbage that can be transported in one day is 135 $m^3$. With a bulking factor of 1.2, this infers an excavated quantity of 135 ÷ 1.2 = 112.5 $m^3$/day.

Table 3.2.4(c): Tasks and quantities

| Activity | Quantity ($m^3$) | Resource | Production capacity per day ( = workers times task rates) | Days required to complete |
|---|---|---|---|---|
| Excavation and heaping | 3 000 | Labour | 112.5 $m^3$/day (57 workers x 2.0 $m^3$ /workday) | 27 |
| Loading 3000 x 1.2 (to allow for bulking factor) | 3 600 | Labour | 135 $m^3$/day (68 workers x 2.0 $m^3$ /workday) | 27 |
| Haulage 3000 x 1.2 | 3 600 | Trucks | 135 $m^3$/day 9 No trucks x 3$m^3$ x 5 trips/day[46] | 27 |
| Unloading 3000 x 1.2 | 3 600 | Labour | 135 $m^3$/day (34 workers x 4$m^3$ /workday) | 27 |

46 9 trucks to allow for one break down per day.

## Estimating the wage and transport costs

Assumed is an unskilled wage rate of USD 4 per workday. Supervisors will have a wage 1.5 times the unskilled wage rate.

Table 3.2.4(d): Sub-project costs

| Maximum project implementation period 30days | | | | | | |
|---|---|---|---|---|---|---|
| a | b | c | d | e | f | g |
| Activities | Quantity | Task Rate | Number of workers employed per day | Output/ Day ($m^3$) | Duration | Cost (USD) d*f*4USD) |
| Excavation and stockpiling | 3 000 | 2.0$m^3$ | 57 | 112.5 | 27 | 6 156 |
| Loading | 3 600 | 2.0$m^3$ | 68 | 135 | 27 | 7 344 |
| Unloading | 3 600 | 4$m^3$ | 34 | 135 | 27 | 3 672 |
| Support welfare, guards etc | | | 10 | | 30 | 1 200 |
| Site supervisors | | | 6 | | 30 | 1 080 |
| **Total Workers /day** | | | **174 workers** | | | **19 452** |
| Haulage | 3 600 | 15$m^3$ | 9 Trucks | 135 | 27 | 12 150 |
| Handtools and safety | 15% of wages | | 15% x 19,272 | | | 2,918 |
| **Total costs** | | | | | | **34,547** |

Although there are potentially 200 workers available for recruitment, the activity requires only 174 plus 6 supervisors. 57 set of tools for excavation, 68 sets for loading and 34 sets for unloading will be required. In addition to handtools safety clothing will need to be provided especially if dealing with garbage. First aid equipment will be needed on site and if possible insurance. For the budget it is assumed this will be 15% of the wages.

If a commencement date is fixed then in theory it is possible to set a completion date. Dates can then be set for recruitment of workers, hiring of trucks, when wages and payments for hiring will be required. However in reality some adjustments will have to be made to the plan to allow for issues such as staggered recruitment of workers etc. This example is a very simple case but does illustrate the importance of obtaining a broad overview of the proposed activity and then identifying the key constraints that will determine to a large degree the duration, the number of workers that can effectively be employed and in the case of garbage disposal the relatively high proportion of the total budget that equipment (truck hire) may consume.

It is also important to note that in all projects there will be cost and time constraints. For a typical CFW project these will be described as a project start and completion date with a fixed budget. Within those time and cost constraints a number of different plans can be developed that will each involve various combination of wages, equipment materials and other costs. For a CFW intervention the objective and challenge will be to maximize labour content so as many workdays are created. Less emphasis will be placed on productivity and the final physical output of the project. For an EII project the same constraints will apply but the objective and challenge will be to optimize employment content to produce a physical output that can compare with that produced by any other technology choice. *Annex 2 provides an example of a simple workplan for a small CFW activity.*

Any training or mentorship programme that is anticipated must be planned and budgeted for. This is not applicable in this case apart perhaps for some on-the-job training of supervisors.

If we look at the percentages above as a check on the proportion of the budget that is going to wages and that is going to activities:

From table 3.2.4a, Wages as a percentage of the total costs are equal to (USD 19,452 ÷ 34,547 x 100) = 56%. If the provision of transport for the garbage is arranged though the local authority and is reliable then the costs will reduce and the percentage spent on wages will increase: USD 19,452 ÷ (19,452 + 2,918) = 87%. This example illustrates the large variation in the percentage of the costs of a CFW activity that is will be spent on wages. Note: this does not include programme costs.

### 3.2.5 Work with the work-plan

Experience indicates that a workplan is usually out of date on the first day of commencement of the project. Why is this? Conditions change, the assumptions made may be wrong, something unexpected happens. Typical examples of this are: a local funeral so workers don't turn up for work, the local politician / warlord, political party decides to hold a rally at which all people are obliged to attend, haulage equipment has been diverted to another job due to an offer of higher rates, another project opens in the same area offering higher wages, unexpected weather floods etc. These are just some of the unexpected events that can and do occur.

For the project engineer or supervisor this may cause a great deal of anxiety. However what is important is not to panic and abandon the original plan but to determine the impact of the event or the changing circumstances and adjust the plan accordingly. This can only be done through continuous monitoring and reporting on the progress

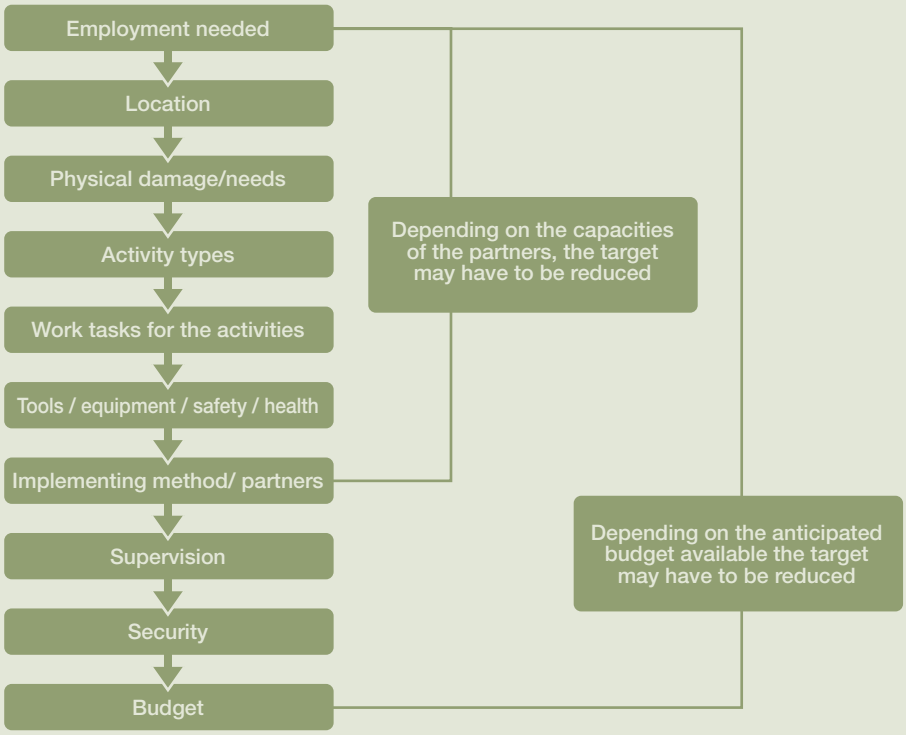
of the project and the maintenance of data figures for costs, resources, amounts and output. Resources can be reallocated and the work programme adjusted or revised in accordance project deadlines. This is the basis of project management.

## 3.3 Summary of project design steps

Although the employment needs must be covered, there are likely to be several agencies working on CFW and therefore the ILO can reduce the target numbers if through coordination others, it is possible to bridge the gap between work needs and available opportunities.

The sub-project works (activities) used for the planning and estimating will of necessity be based on the damage assessment and an agreed menu of activities – if included at the programme design phase. The actual activities and the proportion of each will depend on the consultations that will take place at community level.
Figure 3.3 below provides the decision-making process for the design of the community–based activities as individual sub-activities of a larger CFW programme/ Project.

Figure 3.3: Design decision-making process

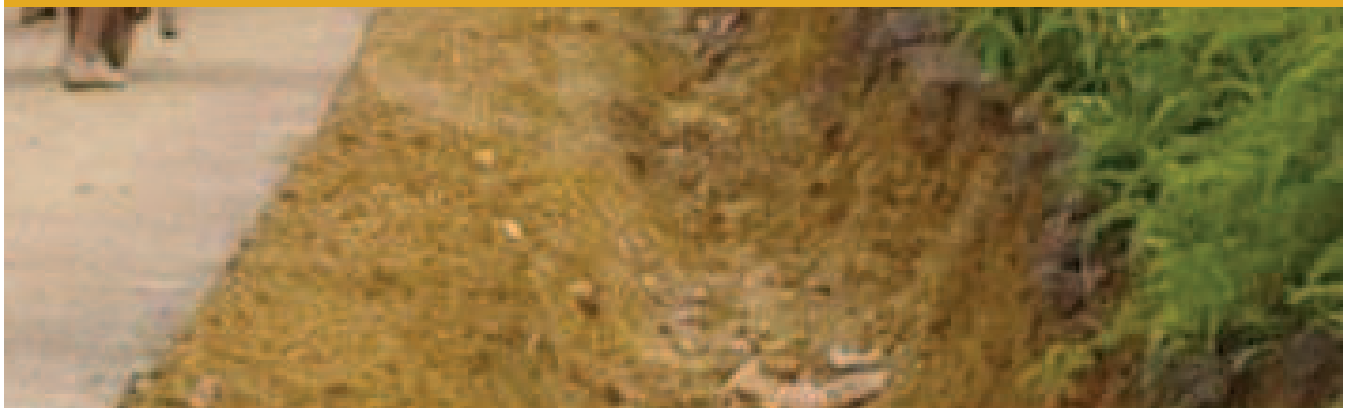


## 3.4 References

*Pakistan examples : Based on the brochure "ILO Crisis Response in Pakistan 2005 – 2011" with additional information sourced in country.*
*Productivity Norms for labour-based construction ILO, 1998*[47]

47 This document is written for labour-based construction and the productivity norms may need to be reduced for CFW

# 4 Implementing labour-intensive works as CFW



# Implementing labour-intensive works as CFW

## 4.1 Need for temporary employment established and appropriateness of payment in cash

This should have been established at the planning stage, but more detail of the needs of individual communities may be necessary to accurately plan the works in each area. Through community representatives, the actual needs for employment and infrastructure can be identified.

## 4.2 Effective targeting combined with open and transparent access for target groups

### 4.2.1 Recruitment of workers

How can people be recruited in a fair and transparent way ensuring equality of opportunity, avoiding coercion or forced labour and ensuring that any given social targeting objectives of the project are met? (Examples of social targets are identifying workers from poor households, youth heads of households, inclusion of people living with disabilities (PLWD), etc.)

In spite of the fact that in the immediate post disaster period there are often vast amounts of work that need to be implemented; debris and mudslides to be cleared, garbage to be removed, roads to be opened etc, crisis situations are often characterized by high levels of unemployment with few opportunities for cash-based employment. The reasons for this are many but it is felt that a major contributory factor is a mindset that views affected populations as traumatized helpless victims and passive recipients of aid, rather than programme stakeholders with capacities who would welcome the opportunity and the means to actively respond and address their own needs. Affected populations want the opportunity to get back to normal, to fend for themselves and regain control of their lives.

Therefore any cash for work intervention will usually have many more applicants than the number of jobs that are available and the obtaining of a job on a CFW programme can then become highly contested matter. If not properly managed the competition over allocation of jobs can lead to tension within and between communities. Recruitment is also open to abuse by authorities or power networks for political or financial gain and thus can be used to reinforce the root causes of the existing crisis.

Where there is a lack of understanding or commitment to basic human rights, crisis situations even where there is massive unemployment can also be characterized by forced labour whereby local authorities may force people under their control to provide free labour without remuneration. This type of coercion or manipulation of a recruitment process may not always be blatantly obvious particularly to outsiders. It may be of a more subtle and indirect nature. For example announcing of job opportunities at only one type of religious centre, requiring that all workers must be in possession of a "party card" etc. Sometimes authorities may not be even aware that what they are attempting to do is wrong or illegal and they must be made aware of basic human rights in relation to forced labour, compensation, minimum age and other conventions as deemed appropriate.

The CFW programme manager must be aware of these risks and must from his earliest contacts with the local authorities, communities and other stakeholders ensure that the CFW intervention is viewed not only as a public or community works programme but also as a practical example of how to manage a transparent process.

**Procedures and processes**

Project experience indicates that there are a number of measures that can be taken and procedures applied that will ensure that the recruitment of workers is carried out fairly and therefore contributes positively to social cohesion. These procedures can be adopted regardless of the general management modalities, (e.g. whether the community or local

authority or NGO or the ILO itself is implementing the project and sub-projects) to ensure that the recruitment is open and transparent. The following measures have been developed over time as tools to achieving a transparent recruitment process:

**Ensuring transparency through a proactive information campaign**

Once the labour-intensive project or activity has been identified, the rate of payments established, the particular targeting criteria agreed to, it is important that this information is disseminated to as wide a population as possible. Local radio stations, newspapers, handbills, posters, public meetings social religious gatherings, can be used to clearly disseminate who, when and how people will be recruited and paid. Basic information on general conditions of employment must be included. It is important that an official standard text is used and distributed to any sources of dissemination to avoid confusion, misrepresentation or misinterpretation (intentional or unintentional). The information dissemination exercise must be monitored and prompt intervention made to clarify any misinformation or misunderstandings.

Table 4.2.1: The basic information to be included

| Information | Example | Why | Risks/ Notes |
|---|---|---|---|
| Details of the implementation and funding organization(s) | The District Council / NGO /ILO with funding from Development Agency should all be provided with the organisation's names. | So as people, are made aware who is responsible for the project. | Often little trust by local population in local or foreign institutions in crisis environments. Need for people to be confident that they will be paid if employed. |
| Type of work | Intends to carry out a CFW project cleaning Drainage, Road clearance, Land clearance debris removal etc. The work is physically demanding. | So as people are aware of the type and nature of the work. | This will avoid people who may have cultural religious or personnel inhibitions regarding the type of work applying. But care needs to be taken that traditional perceptions do not exclude sections of the population which may be interested. |
| Location of Work | In the centre of town, along the road from the main market to the harbour (include street name). | So as people are aware where the work will take place. | To avoid mass migration. |
| The dates of recruitment and the date for termination. | From the 1st of August to the 30th of September. A total of 45 days work. | So as people are made aware the work is of limited duration. | Potential workers should not consider CFW as an alternative livelihood but rather as a temporary support/ recovery mechanism. |
| The number of people who will be employed. | 200 people will be employed. | To inform the population as to the limitations of the interventions. | CFW cannot cater for all of the affected populations so expectations must be realistic. |

| Information | Example | Why | Risks/ Notes |
|---|---|---|---|
| Target group | Applicants are encouraged from a specific group(e.g. ex-combatants, citizens or residents of the village, town or district, refugees) | To ensure that as many affected people within the geographical limits can apply. | This will depend on the agreed criteria and mechanisms for targeting and also on the practicalities of a prompt response. |
| Documentation requirements | May not be stipulated, However if national ID cards or similar documents are held by all of the population then this can be requested. | To provide an objective means of identifying a potential and inclusive workforce. To avoid attempts by local authorities, power structures, political parties, ethnic groups to manipulate the recruitment process. | This can only be applied in countries where all citizens over a certain age are automatically issued and have free access to national or similar ID cards. However where there are legal cultural or institutional restrictions based on or informal ethnic, religious, gender or political criteria then this system cannot be used and is open to abuse. Identification may be lost due to the crisis, or not issued to all and therefore care should be taken with this criteria. |
| Age requirements | Participants should be over 16 and less than 65 years of age. | To avoid recruitment of children. To avoid recruitment of infirm people to jobs for which they may be physically unsuitable and that may ultimately be harmful to their well being. | In many countries there are national regulations that establish minimum working age and these should be complied with. However in practice minimum age requirements are often ignored. However in no instance should a person under the age of 15 be working on any CFW site.[49] |
| Gender Requirements | Men and women can apply. | To emphasize that there are no official restrictions on the recruitment of women. | In practical terms proactive measures will need to be taken to ensure female participation in all stages of the process from design of the project, recruitment work, training and payments. See note on Gender: It is important that CFW does not just an additional workload to either sex. |
| Recruitment area | In this round only people living within 10km of the work site, can apply[50]. | To avoid migration of labour from other areas. To minimize costs and/or time spent on travel to work sites. To avoid establishment of temporary informal camps or hostels. To enhance local ownership of works. | Migrants workers may be viewed as taking local jobs, or local housing or other resources. Social problems such as family separation and associated risks will increase. |

48 Tajgman D, de Veen, J, Employment Intensive Infrastructure Programmes, Labour Policies and Practices, ILO, 1998. 15 years old is an absolute minimum age for workers as laid down in convention number 138, 1973. This needs to be checked nationally as the lower age limit for workers can be 16 or above.

49 The distance may vary depending on the local geography and administrative boundaries

| Information | Example | Why | Risks/ Notes |
|---|---|---|---|
| How work and remuneration are organized | Work will be organized on a task rate, basis, piece work basis. | So as population are aware of entitlements and can make an informed decision as to whether they wish to apply. | Sometimes not always possible to describe fully. More information can be provided before recruitment and training provided after recruitment. The basic message that people will be only paid for work. No Work No Pay! This is particularly important in areas that have been used to cash or food distributions. |
| How much each person will be paid per daily task | Workers will receive an agreed amount per completed task /per day. | So as potential workers can decide to work or not to work. | See guideline on wage setting. |
| When people will be paid | Weekly, fortnightly or monthly. | So as potential workers are aware of when they will be paid and thus can plan resources. | Needs to be a balance between workers needs and practical logistics and security requirements of paying large numbers of workers. |
| What will be the method of payment | Workers will be paid in cash. | To avoid issues of promissory notes , vouchers local pseudo currencies that can only be used in selected shops etc. | |
| Currency | In local currency. (In exceptional circumstances international currency can be used, e.g. USD). | To protect spending power of workers wages. To avoid abuse of government controlled parallel exchange rates. | The currency of payment must be freely convertible. Where local regulations require payment in local currency the exchange rate should reflect the actual market value and buying power of the converted currency. |
| When recruitment will take place | At the town, meeting hall is a selected village. | So potential workers can be present. | Important to ensure that location is considered neutral, is safe and is accessible to all parties, ethnics groups etc. |
| What happens if there are more applicants than jobs | A lottery system can be used. | To ensure that people understand that recruitment will be open and fair. | Local authorities, power structure may attempt to use recruitment as for political or personal gains. |
| Special conditions. | Only one member per household/ family will be employed. | To optimize number of beneficiary households. | Can be difficult to determine unless community involved in recruitment process. What happens to divorced women who are often the most disadvantaged? |
| Inclusion of workers with disabilities | Specific tasks such as store-keeping or recording of attendance or safeguarding clean drinking water. | People living with disabilities (PLWD) may be in as much need of assistance as other sections of the population. | This needs the support of the community to identify people that are in need of work but physically less able. This will not be relevant if other social payments have been arranged for PLWD. |

### 4.2.2 Organising the recruitment


Following the public information campaign and mobilization of relevant authorities and stakeholders there are a number of measures that can be implemented to enhance the recruitment process and avoid possibilities of confusion or disputes or tension. Even in the case of community managed CFW, a transparent recruitment process is vital.

Assuming that there are more applicants than jobs a lottery system can be used. This must be seen by all concerned particularly the applicants as to be carried out fairly and transparently. Where men and women are being recruited it may be advisable to hold separate lotteries with the numbers of jobs allocated per sex allocated on a proportional basis according to the number of applicants.

Although any sort of a system can be used, it is advisable that simple double papers are prepared with numbers and a unique identification mark such as an ink stamp with date on both papers. One paper is given to the job-seeker and the other matching paper enters the lottery for jobs. These papers should be prepared beforehand to avoid delays and possible allegations of favouritism. Writings peoples name and putting them in a hat for drawing may work if many people do not have the same name(s) but caution care must be taken to ensure that people do not pay other applicants to write their names on the paper. Innovative measures such as allowing a number of different people: the mayor or councillors, local elders, respected personalities to avoid political and social alienation, similarly having the oldest person in the village, young children draw the tickets may also add to the acceptability by local community and may add a festive mood to the occasion and defuse possible tensions.

The issue is not only that the recruitment process must be fair but it must be considered to be fair and transparent by the local communities. This will only happen when proactive measures are taken to ensure that this is the case.

### 4.2.3 Registration of Workers

Once the people have been selected, they need to be registered, their personal details obtained and a labour register opened. To ensure transparency, a notice for display in the community should be prepared and handed over to the community leadership with the agreement that it is prominently displayed. The information would include:

(i) the list of names of the selected workers;
(ii) the wage rate and work tasks;
(iii) length of time of the employment through the CFW sub-project.

### 4.2.4 How important is a signed contract


A signed contract between the community and the project management or temporary employment contracts between the workers and the management can be signed, but this will only be introduced in areas where trust has been destroyed and there is a need to restore s trust through formal agreements. Due to the rapid response aspect of CFW, this may not be necessary and indeed delay the implementation. Decisions on the importance of contracts and signed agreements needs to be made based on the prevailing local conditions.

A word of caution with regard to employment of casual labour. Casual labour is considered to be irregular and temporary employment. Some countries have laws which state the maximum time a person can be employed, without a break, before they are considered a permanent employee of the agency or organisation that is employing them. Care should be taken that such breaks are included so that no permanent employer–employee relationship is established. The local Ministry of Labour should be able to advice on this matter.

Where individual contracts are cumbersome to initiate, the rights of the workers can be safeguarded, through the terms and conditions being laid out in the clauses of the general agreement between the agency and the community for the CFW activity. (See section 4.6 below).

### 4.2.5 Gender considerations

Experience in humanitarian emergencies, chronic crisis, indicates that women are often more affected than men and are some of the most vulnerable in the community. Therefore it would seem natural that encouraging female participation in CFW programmes should be a priority. However it is critical to understand the relevant cultural context in which the CFW programme will be implemented. In societies where gender roles are strictly defined and often harshly enforced, women may not retain control over their incomes so that providing cash directly to women may lead to disputes or even violence

While the cash earning potential may empower women and increase their status and control over their own life, this will only occur if women can retain some control over their income. If they cannot do so and must hand over wages to the husband or other male members of the family then the CFW may just add to their normal burden of work. This is an issue that must be borne in mind. If one can clarify that this will not occur the next challenge will be to ensure that women have equitable access to employment and can be recruited. Care must be taken that women are not denied opportunities because of assumed barriers to their participation. They may have their own ways of dealing with contentious issues. The development agency should never be the one to deny opportunities where women feel capable of meeting the challenge.

A criticism of cash programmes as opposed to in-kind relief is that female beneficiaries may not retain the control of the cash that is earned. This has not proved to be a problem in Tamil Nadu and Pondicherry in The All India Disaster Mitigation Institute (AIDMI)programmes. However, it has been reported as an issue in Sri Lanka and Afghanistan where instances of women earning a cash wage has led to situations of domestic violence. In some circumstances, Cash for Work programmes may be culturally inappropriate, and in-kind transfers may be more suitable for women." When Cash for Works Works." South Asia Disasters Net, Issue No 10 December 2005

### 4.2.6 Special measures to cater for the recruitment of women[50]

Measures can be taken to ensure that women have equal access to employment. These include:

- The channels used for informing the local population about available jobs - often the traditional village meeting exclude women to a large extent. Advertise jobs in places where women are found, for example, in women's community groups.

50 Adapted from Labour Policies and Practices, Taigman and De Veen, ILO,

Have women project employees make public announcements and be included in the discussions with official committees, etc.

- Be careful not to set requirements which can discriminate, for example, that job applicants must have a birth certificate or identification card, which needs to be obtained from public agencies. In practice, in most rural areas, most women have neither. Access to these documents is also likely to be extremely difficult or costly.
- Ensure that women are fully aware of their terms of employment and not subjected to "special terms" which have the effect of discouraging their participation. Example: A "special tax" on women's earnings in excess of the minimum wage, or a reduced wage rate for tasks seen as "suitable" for women.
- Ensure that terms of employment make appropriate accommodation for other activities in which only women are involved. For example, consider allowing exceptions to a work rule that says that work must start at a particular time in the morning when this rule may exclude women who are engaged in collecting water for household use at that time.
- Consider the possibility of "half-tasks" (not smaller tasks) but half tasks paid at half rates, which would leave people with other responsibilities free earlier in the day. This will require a lot of supervision and additional administration and therefore should only be chosen if absolutely necessary.
- Promote the use of female gang leaders and forewomen, especially if this would encourage women's participation as labourers.
- Avoid setting quotas for female employees. They can become maximums in practice as they may be regarded as limits not to be exceeded.
- Avoid requirements which can discriminate against promotion to higher positions. Formal qualifications for gang leader jobs may not be necessary if the person has the required skills for the job.
- Ensure that all supervisors and workers are aware of a no tolerance sexual harassment policy and enforce the policy.
- Provide separate ablution facilities for both sexes if work is away from home or camp where such facilities are available.
- In cases where it is unacceptable for women to work outside their own house compound, alternative activities targeting women in their own homes or women's groups may have to be sought. This should be a last option.

In certain areas of Indonesia it is not possible for women to work outside their own village boundaries. It is therefore critical that any CFW programme is organised along

community lines and provides each community with an opportunity to work in their own area. This is particularly important for widows and women supporting disabled family members.

In certain areas, of Pakistan it is very difficult for women to work alongside men. Therefore separately organised activities need to be sought for men and for women. In some areas it is not possible for women to work outside their home compound. In such cases it becomes extremely difficult to include women in the cleaning and reconstruction work in their community. One option is to ensure that a parallel programme offers opportunities for women to be paid while training or for work as carers for the elderly or young.

In all cases there is need for cultural sensitivity but also an awareness of opportunities to make small changes towards easier access to employment opportunities for women.

## 4.3 Participatory project identification and planning – affected communities and government

When implementing a CFW project or programme, the community consultation and decision-making process are as important as the organisation of the works themselves. There are very many approaches to empowering communities and ensuring that they are full partners in the post–crisis work.

Generally the main advice for designing CFW is to keep the activities as simple as possible. At the same time the activities should address priorities of the affected community. For example a community may work reluctantly on a scheme or project which they see as unimportant compared to other challenges they are facing, however they will come to work as they need the income.

A community will work on erosion protection if that is the only project on offer, however, the members of the community may prefer to reopen the access road to their fields or clean out the irrigation scheme which will be needed as soon as the seeds provided by the government are planted. Some others may prefer to be offered CFW to rebuild and repair houses and schools.

A CFW scheme will have the best chances of success if it offers income and also targets the priority needs of the community. At the design stage it may be difficult to predict accurately which types of projects communities will opt for. It may also be necessary just to start with clearing and then consult on the next level priorities.

## 4.4 Appropriate activities which create sufficient employment

The appropriateness of the activities has been previously discussed in section 2.3.1 and 3.1. When discussing activity options with the community, it is good to be aware that projects such as roads may be suggested due to a history of projects that involved roads. Time should be taken to discuss other options which may bring even greater benefit to the community, although the restoring of vehicle access is often a justified priority.

In general, the types of sub-projects that will be discussed with the communities can be divided into three main groups: infrastructure works, environmental works and social works. Reference is also made to section 4.6.2 below which lists the types of activities which would be appropriate under these three groups.

It is important that the community understand the cost, employment potential and durability implications of different solutions so that an informed discussion can take place.

Example: An earth road can be quickly constructed and a good proportion of the money will go to wages, but the road may not be passable in the next rains and will be easily washed out. Given the budget available and the urgency of restoring connectivity, the community may decide for an earth road as durability may not seem important compared with immediate need for connectivity. On the other hand if sufficient funds are available it may be better to construct a stone paved road which will remain in place longer, but a lesser proportion of the funds will go to wages for unskilled workers, as more will be needed for materials and skilled labour.

## 4.5 Adequate complementary inputs and technical support

Perhaps the most difficult element to organise in a timely manner is the procurement or hire of suitable equipment where needed (e.g. water pumps, compacting rollers, and trucks) or supervision transport (e.g. vehicles, motorbikes, bicycles). If such equipment items are available for hire locally then this is often the speediest and easiest method of procuring equipment for short periods for individual CFW sub-projects. Where rapid procurement is possible then the project can buy such equipment. The advantage of purchasing the equipment and transport is that the project would not be competing with other agencies

and projects for the hire of what may be a limited supply of equipment and vehicles. Bicycles and motorbikes will have to be sourced, preferable locally, for purchase.

Where equipment is to be procured through the ILO, the sooner the relevant offices can be informed of the intended procurement and the urgency of the CFW response, then the better the coordination and cooperation. Different procurement ceilings are in operation for the various offices of the ILO, and advice must be taken from the country office.

Cooperation with the military may not be an option depending on the country's regime or as a result of recent conflicts, but they can be a source of equipment for short-term use or hire.

## 4.6 Effective planning and implementation of operations

The planning of the project and the individual activities has been dealt with in section 3.7. Therefore the basis for the implementation should be clear from the planning stage. Now the details of agreements and implementation responsibilities need to be finalised and MOUs or sub-contracts or direct implementation organised.

### 4.6.1 Partner agreements

Depending on the capacities of various partners and the implementation modalities decided at the planning stage, there may be need for agreements with (I)NGOs , Civil Society Organisations or Community Groups.

The basis of any agreement is the clear description of the responsibilities of each partner under the agreement. In the case of a community contract it is most important that the community understand their obligations but also what support they can expect in terms of technical advice, materials, tools and equipment.

An example of a community contract is provided in Annex 3.

### 4.6.2 Operations and tasks for CFW activities

Table 4.6.2 presents the basic tasks which will be carried out under the different CFW activities. From this table it can be seen that basic tasks such as excavation of soil are necessary in many different activities. For the site workplan, for the CFW activities, the tasks can be taken from this table and combined with the quantities and size of labour force to prepare an implementation plan.

Table 4.6.2a Infrastructure

| Item | Type of works | Operation | Activities |
|---|---|---|---|
| 1 | Road, Drainage, Irrigation, Water supply, Sanitation, Simple buildings | Supporting | • Setting out<br>• Water carrying<br>• Maintenance<br>• Collecting rock<br>• Collecting sand<br>• Camp work<br>• Tools repair |
| 2 | Road, Drainage, Irrigation Water supply, Sanitation, Simple buildings | Clearing, stumping | • Removal of vegetation<br>• Waste clearing<br>• Grubbing<br>• Stumping |
| 3 | Road, Drainage, Irrigation, Water supply, Sanitation, | Earthworks | • Excavation<br>• Hauling<br>• Spreading and compacting |
| 4 | Road work activities | Drainage | • Ditching and sloping<br>• Spreading<br>• Camber formation<br>• Mitre and catch water drains<br>• Culvert outlet |
| 5 | Road work activities | Road structures | • Culverts<br>• Drifts<br>• Vented fords<br>• Bridges |
| 6 | Road work activities | Road gravelling | • Excavation and loading<br>• Hauling<br>• Spreading and compacting |
| | | Road paving | • Bitumen sealing<br>• Block & brick paving<br>• Stone paving |
| 7 | Irrigation, Storm water drains | Finishing | • Finishing drain bottom<br>• Lining drain bottom and sides<br>• Replacing top soil |
| 8 | Irrigation | Structures | • Constructing In-take<br>• Constructing gates / diversions<br>• walkway slabs over channel (if needed) |
| 9 | Storm water drains | Structures | • Constructing debris trap<br>• Constructing sand trap<br>• Constructing walkway slabs over drain (if needed) |
| 10 | Pipe laying activities | Pipe laying | • Bedding sand<br>• Pipe laying |
| | | Pressure test | • Pressure gauge |
| 11 | Sanitation | Structures (Pit latrine – where acceptable other wise flush and pour may be more appropriate)) | • Substructure works<br>• Foundation works<br>• Foundation walls up to DPC<br>• Superstructure works<br>• Floor slab<br>• Walling<br>• Ventilation pipe<br>• Roofing |

| Item | Type of works | Operation | Activities |
|---|---|---|---|
| 12 | Simple buildings | Foundation | • Substructure works<br>• Foundation works<br>• Foundation walls up to floor level |
| 13 | Simple buildings | Structure | • Floor slab<br>• Walling<br>• Doors and windows<br>• Roofing |
| 14 | Simple buildings | Finishing | • Plumbing<br>• Electrics<br>• Plastering<br>• Painting |

Table 4.6.2.b Environment (Green works)

| Item | Type of works | Operation | Activities |
|---|---|---|---|
| 1 | Reforestation,<br>Soil and water conservation,<br>Coastal defences | Supporting | • Setting out • Water carrying<br>• Maintenanc • Collecting rock<br>• Collecting sand • Camp work<br>• Tools repair |
| 2 | Reforestation,<br>Soil and water conservation,<br>Coastal defences | Clearing | • Removal of excess vegetation<br>• Waste clearing (no grubbing or stumping) |
| 3 | Soil and water conservation,<br>Coastal defences | Earthworks | • Excavation<br>• Hauling<br>• Spreading and compacting |
| 4 | Irrigation, Storm water drains | Finishing | • Finishing drain bottom<br>• Lining drain bottom and sides<br>• Replacing top soil |
| 5 | Storm water drains | Structures | • • Constructing debris trap<br>• • Constructing sand trap<br>• • Constructing walkway slabs over drain (if needed) |
| 6 | Coastal defences | Structures:<br>Walls and groynes | • Excavation<br>• Piling, or • Foundation building<br>• Masonry • Concrete<br>• Timber / natural material<br>• Backfilling |
| 7 | Debris removal/ Solid waste management | | • Excavation • Piling<br>• Collectio • Transport<br>• Storag • Transport<br>• Treatment |
| 8 | Reforestation | Planting | • • Source of seedlings<br>• • Planting<br>• • Watering |
| 9 | Soil and water conservation | Structures | • Palm log retaining structures<br>• Bamboo retaining structures<br>• Gabions<br>• Dry stone masonry |
| | | Vegetation | • Planting grass / shrubs / trees |

Table 4.6.2c Social

| Item | Type of works | Operation | Activities |
|---|---|---|---|
| 1 | Social care | Child care | • Creche/schooling<br>• Kindergarden<br>• Post-trauma support |
| | | Care of the elderly and people living with disabilities | • Cooking and cleaning<br>• Post-trauma support<br>• Basic health care |
| 2 | Camp / shelter services | | • Cooking<br>• Washing and cleaning<br>• Sewing to replace lost clothes |

After the Earth Quake in Balochistan, Pakistan, in late 2008 part of the ILO CFW interventions directly targeted women who were living in temporary shelter (camp type situation) and offered the following work and skills training:

1. Hygienic Cooking
2. Washing and Cleaning
3. Caring for groups of Children - keeping them engaged in playful activities to mitigate affects of trauma/stress

Tools provided were:

- Washing machines - for collective washing of clothes. The shelter had an electricity supply. This meant that women would not get wet as would be the case if washing was done by hand, leading to increased incidences of sickness. It was winter season in Balochistan and with severe cold temperatures.
- Large utensils cooking pots etc for community cooking in shelter.

The activities provided in the tables above are by no means exhaustive. Other activities can be added depending on location, culture and most importantly on the needs of the affected population.

### 4.6.3 Planning and Reporting

In preparing an implementation plan, a form is often used that is designed for planning and reporting. When carrying out longer-term and more sophisticated projects such as full road reconstruction, this may not be appropriate but for simple CFW as simple a format as possible should be used.

An example is provided in annex 4 for garbage and soil removal.

## 4.7 Appropriate wage rate with non-discriminatory wage payments

The organisation of the work and the wages that will be paid are inextricably linked. There are four main options for setting up the work allocation and the basis for the payment:

**Daily Paid Work** - Daily paid workers are paid a fixed sum for each day in return for a fixed number of working hours regardless of his/her work outputs. This system is often used when starting up a new project before the targets for an incentive scheme has been established. It is also used for most site support activities, such as store keeping, the watchman and providing drinking water.

**Task Work** - Task work is the most commonly used incentive scheme on labour-intensive projects. Task work implies that the labourer is given a clearly defined amount of work to be completed in one day, where after he is free to go. This incentive is popular among the workers, because it enables them to leave earlier thereby allowing them to tend to other obligations at home during the rest of the day.

**Group Tasks** - In this system a group of workers are given a certain task, which may take several days to complete. The incentive here is that if the group so decides they can work harder and finish in a shorter time but still with the agreed amount of money to take home.

**Piece Work** - For piece work, each individual worker is paid per unit of output. Pieces can be small or large, but are not usually based on what can be achieved in one-days work. An example of piecework would be agreeing to pay a mason per cubic metre of masonry wall. The price for the work is agreed and the mason will complete the work to the correct standard for the agreed sum. There will be no time keeping.

Activities such as production of setting out pegs, collection of stone and sharpening tools, or skilled items of work, are best organised as piece work. Piece work can also be set to most activities where task work can be used. However, piecework is more difficult to plan and organise and more complicated to monitor, therefore task work is preferred for many routine activities.

**Task Rates** - To be effective and fair, the tasks must be estimated correctly and set out properly. The supervisor therefore needs to know in detail how to set out task work and which task rates to use for the various activities in different circumstances (hard or loose soil, wet or dry soils, debris clearing, etc.).

Task rates or piece rates can be set on most activities. In general, it is better to set a poor

task rather than organising the workers on daily paid work.

For skilled activities such as building walls, stone or slab paving or concreting work either task rates can be set or payment can be based on piece rates (i.e. the work is paid per $m^2$ or $m^3$ completed).

It is the responsibility of the site supervisor to calculate and set the tasks and pieces. For this, it is necessary to establish (i) the quantity of works (area, volume or numbers) and (ii) the difficulty of the work (loose or hard soil, etc.).

The correct amount of work one worker has to complete in one day, is established through detailed monitoring of productivity under various conditions. For this, the daily and weekly reporting system provides good support for the supervisor. When a new site is established, it may initially be necessary to organise some of the work on a daily paid basis. Based on the productivities during the first couple of weeks, it is possible to establish and refine the task rates on the work site. A correctly set task should allow the average worker to finish their day's work in approximately 75% of the normal working hours[51].

The following table outlines the various approaches and their implications and requirements:

Table 4.7 Labour management

| | 1. Time Based<br>Worker is paid on the basis of how much time he or she is present at the place of work. | 2. Productivity Based<br>Worker is paid on the basis of how much he or she produces. | |
|---|---|---|---|
| | Daily paid | Piece work | Task work |
| Description of typical methods of application | The worker is paid a fixed sum each day in return for working a fixed number of hours during that day. The number of hours, number of breaks, start and finish time are established. | The worker is paid on the basis of small quantities of output. There is no reference made to the amount of time it takes to accomplish one piece. | The worker is paid a fixed wage in return for a fixed quantity of work, or task. The size of the task is usually set to be accomplished in six hours. |
| Means of assuring production | Production is assured by supervision and by disciplinary measures for workers who do not produce | Production is assured as payment is made only upon production. | Production is assured as payment is made only upon production. |
| Units of work per day | One day's worth; no assurance of quantity. | Many pieces, usually unlimited. | Usually one task only |
| Major advantages | Easy book-keeping, simple to organize. | Pay relates to output and output can be maximized each day. | Where task is set properly, allows typical worker to finish task and go home early. |
| Major disadvantages | High amount of supervision to maintain reasonable output. Rate of progress can be extremely variable. | Tendency to "self exploitation" as no limit is placed on the amount of work a worker can do. | Requires close supervision and monitoring in the daily laying out of work and overall setting of task size. |

In the majority of organised labour-intensive and labour-based works, tasks rates are used as being easiest to control while achieving a guaranteed level of production. Where workers have many other tasks related to their daily needs, piece work could be used to allow workers to come and do only one piece and still have time for other individual priorities, and those that wished to work longer could do two or more pieces. Even in this case it may be better to allocate half tasks or share tasks rather than use piece work. Certain tasks lend themselves to piece work (i.e. a rate per $m^3$of river sand)

### 4.7.1 Productivity norms and task size

In a normal construction programme, productivity norms are critical to ensure a cost effective use of resources. Setting productivity norms too high will demotivate workers and may lead to reduced quality of output. Setting them too low will add

additional costs and may undermine the feasibility of a programme. CFW programmes on the other hand are designed to target the poor and vulnerable who may often be malnourished and suffering from the effects of chronic poverty.

The outcome of a CFW project is ultimately to transfer resources to workers rather than to create an asset in a cheapest and most cost effective and timely manner. Setting productivity norms that are too high may add to the burden of the affected communities, on the other hand, setting productivity norms too low may demean the sense of dignity gained by the worker in carrying out his work. It is a delicate balance that considers the physical conditions of workers, their other commitments and the objective of the project.

Productivity norms may often need to be adjusted as the programme progresses. Care needs to be taken to avoid setting task rates too low. Once labour-intensive approaches have a reputation for being purely a cash transfer mechanism and not linked to quality outputs and reasonable productivity, this can be detrimental to a continuation of labour-based approaches in the later recovery phase and in the return to normal country development. This has sometimes been the case in the past with poor quality food for work and cash for work programmes.

The table giving guidance on productivity norms and task rates is provided in section 3.1.1

### 4.7.2 Supervision

The attitudes of the supervisors are key to the success of a CFW programme. The supervisor must ensure that the rules of the worksite are well understood. A task-based system encourages self-regulation as the workers want to complete their work as speedily as possible and then go home or attend to other tasks. Although this makes supervision easier than for the time-based, daily paid workers, there is still a need for control to ensure that the workers complete the tasks to the correct standard and do not rush to get away early leaving behind sub-standard work.

In many cases there will be a need for supervisor training or at minimum an orientation for experienced supervisors to introduce the special features of ILO CFW.

- Recording attendance
- Setting out of work
- Assigning tasks to the workers
- Checking the quality of the completed task

In any system where workers are to be paid on a weekly or fortnightly basis, it is vital

that goods records are kept of attendance and the completion of tasks or pieces of work carefully recorded.

An example of an attendance sheet is provided in annex 5.

## 4.8 Efficient and effective payment arrangements – transparency and accountability

**Payment intervals**

Most workers would like to be paid daily to allow for maximum flexibility and because their needs are often immediate and it is difficult to wait a week or 10 days for payment. However, this desire for regular payment must be balanced with the administrative burden and logistical practicalities. Usually if other assistance is available, then payment will be made once a week or more likely once in two weeks.

**Place and time of payment**

Although for security reasons it may be necessary to vary the timing and place of payment of wages, there are a few guiding rules on payment:

- The worker only will be paid (no relative can collect wages on behalf of the worker)
- The payments must be made in daylight hours in order to reduce the risks associated with leaving home or walking through a camp after dark, especially for women
- The payment must be made by a person independent of the supervisor who has kept the attendance records

**Payment of group task work**

Special care needs to be taken when agreeing larger pieces of work. Where group tasks are in operation then the wages will be adjusted to match the agreed value of the work not the number of days worked.

E.g. the wage cost of clearing a road of 1km is estimated to be 80 workdays multiplied with the agreed daily wage. This value is then agreed with the community or worker group. This could be implemented as 8 people for a total of 10 days per km. If in reality, 10 people take 9 days to complete the task (90 workdays), then they will take home for each of the 9 days 80/90 of the daily wage rate equivalent. The value of the work remains as agreed, but the work has stretched over 9 days instead of 8. This is a relatively complex idea and needs to be thoroughly explained. To avoid complications it lies with the supervisor to ensure that 1/8th of the total task is completed per day.

## 4.9 Health and safety (including security)

Adequate safety and health measures for the labour force are the responsibility of all the project staff, but especially the supervisors on site. On roads sites or irrigation channels and ditches adjacent to roads, the supervisor must ensure that adequate traffic controls and warning signs are visibly displayed.

**Essential safety measures:**

- First aid kits must be on site!
- Protective goggles for stone cutting, chiselling, grinding, and particularly for welding.
- Gloves for handling chemicals, waste and other hazardous material.
- Face masks and gloves when working in dust and smouldering waste.
- Helmets when working on sites where there is a danger of falling objects, e.g. in demolition or building material recovery works, etc.
- The Site Supervisor should also know where the nearest hospital or clinic is and where an ambulance or quick transport can be found.
- It is also advisable that the Site Supervisor has first aid knowledge.
- Special safety measures are required when deep trenches have to be dug, for example for culverts or structures. The space is often restricted and it is not possible to dig trenches with safe slopes. Depending on the material (natural soil slope) and the depth of the trench, strutting will be required to avoid collapsing trench sides. The construction of strutting has to be done carefully and requires an experienced builder.

**Essential health measures**

- Sufficient and clean drinking water for all workers must be on site.
- Latrines on or near the site have to be available for the workers.
- No alcoholic drinks or drugs during work allowed!
- Check the need for awareness raising on HIV/AIDS, this will depend on the situation and on other programmes working with the same beneficiaries.
- Health and accident insurance wherever practical.

HIV/AIDS awareness: Where appropriate - most community projects where the workers will return home every day, there may be less need for this. In camp situation, it is best to check what types of awareness activities are already taking place.
Awareness creation about the cause of HIV transmission and protection may have to be included in project work, however, this must not necessarily be done by the project staff but should be handled by professional staff from the health sector or specialised NGOs.
A summary of the key principles for dealing with HIV/AIDS is provided in annex 6

## 4.10 Coordination and information sharing

The information sharing is vital internally to the project or programme, but also staff implementing the works must also attend liaison meetings at district or sub-district level so that the authorities are aware of the activities within their area of jurisdiction and so that they can be informed of progress and warned of the eventual slow-down or stopping of CFW activities. It is also a chance to understand which other organisations and programmes are active in the area.

In Iligan City in the Philippines, ILO project staff members take an active part in the weekly meetings of the livelihood cluster organised under the auspices of the Cooperative Development Livelihood Office (CDLO). They were also responsible for an innovative method of prioritising those who should receive work through CFW, from among the many people wanting to access such an opportunity. Data on job seekers was held in various offices and departments and local authorities. A data-base was produced by consolidating the Department of Labour and Employment (DOLE) and Department for Social Work and Development (DSWD) data sets and comparing these with the records maintained by the local authorities. The resulting data-base is used to finalize the roster of workers, and where a worker does not attend the orientation, beneficiaries further down the list who are seeking work are then given the opportunity. The cluster is in a position to actively coordinate employment seekers and the various CFW activities within the city[52].

## 4.11 Monitoring

There are very many monitoring systems possible. The system can be flexible but the following needs to be checked. Regular monitoring visits should be made to site and checks made and reported on. Below is a check list of items which should be verified on the site and in the community participating in CFW.

1. Need for temporary employment established and appropriateness of payment in cash
   - Are people still in need of temporary employment or are they returning to their normal income generating activities?
   - Are people neglecting their normal activities to continue with CFW?
   - Have there been any changes in market prices for food as a result of the increased purchasing power of the participants?

2. Effective targeting combined with open and transparent access for target groups

52 More information on the data-base and the work of the cluster is available from the ILO Country Office in the Philippines.

- How were the participants chosen?
- Do the workers names on the muster roll correspond to the list of selected or balloted participants?
- Are the workers on site those whose names are on the muster roll?
- If women are included in the CFW, are they actually working?

3. Participatory project identification and planning – affected communities and government
   - Are the community satisfied with the choice of CFW project?

4. Appropriate activities which create sufficient employment
   - Does it create sufficient employment?

5. Adequate complementary inputs and technical support,
   - Are all the resources needed on site? (Equipment, transport, tools and safety items)?

6. Effective planning and implementation of operations
   - Is the supervisor present on site?
   - Is the work well organised with clearly defined tasks for the workers?
   - Are half-tasks and flexible schedules being offered so that women and other disadvantaged groups so that they can accommodate work and other responsibilities or rest periods. ( This is particularly important where CFW is the only assistance available to the community)
   - Do the numbers present on site agree with the muster roll and are they much the same as usual or noticeably less than previously reported?

7. Appropriate wage rate with non-discriminatory wage payments
   - Are the programme wide agreed wage rates being adhered to?

8. Efficient and effective payment arrangements – transparency and accountability
   - Are payments made on time?
   - Did participants receive the correct amount of money?
   - Are all unskilled workers receiving the same wage for the same amount of work?
   - Are women being paid for their work (not male relatives)?
   - Are there any household or community level tensions as a result of the wage payment?
9. Health and safety (including security)
   - Is safety clothing issued and enforced?
   - Are supervisors issued with a first aid kit and is it on site?

- Is safe drinking water available?

10. Coordination and information sharing
    - What other projects/ programmes are operating in the area?
    - Is there any overlap that might cause confusion (overlap rather than synergy)?

Checking the attendance on site (item 6 above):
One of the central reasons for caution in adopting cash-based responses to a humanitarian crisis relates to ghost workers and corruption. The so-called "ghost workers" are individuals that are reported as present on attendance sheets but are not actually working at the moment of the monitoring visit. A good practice to deal with this issue is that, when problems are identified, staff or implementing partners should be given warnings and notified that the ILO will take corrective actions if ghost workers continue to be found. It is then recommended to issue no further contract to the implementing partner or community if ghost workers are found on more than one occasion.

There needs to be a grievance process which includes the possibility to report concerns about the inclusion of ghost workers by community leaders or the implementing partners. The monitors should be the first point of contact for the communities.
Placing a sheet with the details of the project in each community, with the anticipated number of workdays, the wage rate and the agreed activities will assist in transparency.
A suggested template is provided in Annex 7.

## 4.12 References[53]

*Procedures manual – project "work for peace", Timor-Leste, UNDP/ILO*
*Taijman , D. De Veen, J., Employment Intensive Infrastructures Programmes, Labour Policies and Practices, ILO, 1998*
*Timor- Leste Cash- for- work Programme Policy and operational Guidelines UNDP/ILO, 2006*
*Tournee, J. van Esch, W. Community contracts in urban Infrastructure works-practical lessons from experience, ILO, 2001*

53 In addition to the references above various project experiences and information provided from project and ILO office staff have been used as a background to this section

# 5

## Case study from the ILO CFW experiences

# Case study from the ILO CFW experiences

Two case studies are presented in this section: from Timor Leste, and the Philippines

## CFW to LRB in Timor Leste

### 5.1 Introduction

The ILO team in Timor Leste has been involved in a variety of Cash for Work activities from 2006 to date. This case study examines the entry point and the successive projects and programmes which evolved as a result of the successful implementation of the initial CFW initiative.

## 5.2 Timor Leste

Timor Leste has a common border with Indonesia and lies off the northern coast of Australia. At the 2010 census, the population stood at 1.1 million. Timor Leste was declared a sovereign state on May 20th, 2002, and as such is a very young nation. Official statistics indicate that around 40% of the country's population lives below the poverty line.

## 5.3 ILO presence in Timor Leste

Before considering the individual CFW projects implemented in Timor Leste, it is important to describe the background and the relation between ILO and the Government prior to the start of the CFW activities. ILO has had a presence in Timor Leste since 2002. The initial cooperation was in the form of support to the government in establishing a labour code for the country. In late 2004, in partnership with government, ILO and UNDP started the Skills Training for Gainful Employment Programme (STAGE). The STAGE Programme was designed to reduce poverty and promote economic growth, through building national capacity to deliver a demand driven enterprise and skills training, and contribute to the establishment and development of income generating activities within communities. Funding was received from the EC and UNDP.

The five year implementation timeframe ensured that a strong capacity could be built within the Secretariat of State for Labour and Solidarity (SSLS), its Division of Employment and Skills Development (DESD) and the national training providers to develop and deliver enterprise skills training to communities as well as to collect and analyze data to tailor-make training programmes to communities needs and to create and respond to economic opportunities.

For this programme ILO had a very small technical assistance team and relied on implementation through staff in post or additional staff members recruited directly through the SSLS and other local institutions.

It was this implementation strategy and the close cooperation between the ministry and the ILO that shaped the choices made in designing and implementing the CFW.

The trust and cooperation that had been built up through the STAGE Programme with the Government and with the donor community enabled the ILO staff in Timor Leste and the ILO Country Office in Jakarta to offer immediate support after the crisis in 2006, and for that support to be accepted.

## 5.4 CFW start

The breakdown of law and order in and around Dili after the initial flare-up of violence in April and May 2006, led to looting, burning of houses, shops and government offices as well as to the displacement of large number of people to IDP (Internally Displaced Persons) camps in the capital but also in the districts.

The Ministry of Labour and Community Reinsertion (MLCR) was charged with organising the immediate distribution of rice to IDPs and families in need. All the ministry staff members that had been active under the STAGE project were withdrawn to address this task. After discussion with MLCR, the ILO proposed an alternative method for distributing the rice and opened discussions on the idea of implementing CFW with the staff which were freed from this distribution work.

The critical situation the new country was facing was recognised by ILO and its partner ministry, and a project proposal prepared for donor funding to promote peace and stability by providing short-term employment opportunities through CFW.

## 5.5 Work for conflict reduction and meeting basic needs (Servi Nasaun) [54]

### 5.5.1 Background

The "Cash for Conflict Reduction and Meeting Basic Needs" Project was designed to address the need to promote peace and stability by providing 180,000 workerdays of short-term employment opportunities (cash for work opportunities) to IDPs and other vulnerable members of the society, particularly unemployed youth – living both in and outside IDP camps. The activities were planned to be completed within a six month period. The project, aimed to reduce unrest caused by unoccupied youth and contribute to the lowering of tensions and enhanced stability. In addition, the cash-injection would allow IDPs and other vulnerable members of the society to meet their immediate basic needs.

The project implemented short-term labour intensive activities, in and outside of IDP camps and in communities in rural and urban areas where IDPs were being accommodated. Examples of the activities included: rubble and garbage clearing,

54 Sources: Interviews plus:
Project Document, June 2006,
Policy And Operational Guidelines, Ministry Of Labour And Community Reinsertion with the support of the UNDP/ILO Servi Nasaun Project, June 2006
ILO Jakarta Newsletter May 2007

CFW Road Drainage Photo – Un Yat (ILO team)

clearing drains and beaches, as well as rehabilitation and maintenance of sport facilities. The project was implemented by UNDP (partner agency) and ILO (implementing agency), in partnership with the Division of Employment and Skills Development (DESD) as well as District Employment Centres of the Ministry of Labour and Community Reinsertion (MLCR)[55]. As UNDP and ILO had been supporting the MLCR in the implementation of the STAGE programme; the Cash for Conflict Reduction and Meeting Basic Needs project was built on the experiences of this programme. The organization of the majority of the activities and the administration of wages was managed directly through the Division of Employment and Skills Development within the MLCR. A smaller number of activities were subcontracted to local / international NGOs and other organizations. Wages were determined in consultation with the MLRC.

### 5.5.2 Facts

**Dates**: June 2006 – Jan 2007
**Budget**: 1.76 million
**Funded** by: Governments of Japan, Australia and Sweden, UNDP and ILO.

55 Secretariat of State for Labour and Solidarity (SSLS) had been re-organised and the ILO's Government Counterpart became the Ministry of Labour and Community Reinsertion ( MLCR)

**Workerdays**: target 180,000; actual 464,872
**Beneficiaries**: target 12,000; actual 37,000

**Budget** split: Approximately 53% of the total project budget was paid out in wages. From the works budget (e.g. the budget for materials, tools, equipment and wages in the individual community chosen activities) 73% was paid out as wages.

**Need for CFW**: The project, aim was to reduce unrest caused by unoccupied youth and for the cash-injection to assist IDPs and other vulnerable members of the society to meet their immediate basic needs.

No formal needs assessment was done as the needs were obvious. This is a reflection of the size of the country and the population.

**Appropriateness of cash payment**: Some beneficiaries (not all) were receiving food assistance but the cash payment enabled other necessary items to be bought and to support the recovery of local businesses through cash injections into the local economy. Small and Medium Enterprises (SMEs) tended to disappear during the crisis. The injection of cash into the local economy assisted the SMEs in maintaining their businesses or re-opening them for their customers.

A number of SMEs had taken loans from the two established micro-finance institutions in Timor Leste. With the payment of cash through CFW, the repayment of loans started again. This was also made possible with the assistance of the MFIs in rescheduling loan repayments to suit the new circumstances.

**Determination of projects**: Activities were identified through community-driven processes, involving local authorities at the district, sub-district, village, and sub-village levels.

**Activities**: Sub-project choice criteria:

1. Activities that require less skill
2. Activities that corresponds to the community needs
3. Short-term activities (maximum two weeks)
4. Labour intensive activities
5. Activities which require less logistical arrangements
6. All materials to be purchased under activities should be available in-country
7. Cost of materials should not exceed 25% of total activity budget; the other 75% should be spent for the payment of labour salary
8. Maximum budget for each activity is USD 5,000
9. Maximum number of the beneficiaries for each activity is 100

10. The activities should promote socialization among unemployed youths
11. The activities should encourage women participation

**The examples of activities include**: cleaning ruined public facilities in each village, cleaning street and collecting rubbish, cleaning sport and recreation facility (beach and parks), historical and cultural buildings (monuments, historical buildings, grotto) and other public facility such as markets, terminals, village centres, schools and churches.

**Inputs & technical support**: As the activities were mainly labour-intensive and required only a low level of technical input, most of the support was aimed at the proper management of the project from ministry level to field activity level (i.e. registration of beneficiaries, proper recording of attendance and timely and secure payments, etc.).

**Training**: This was minimal, with emphasis on procedures and guidelines for the management of the project.

**Implementation/ operation**: The ILO appointed one national project manager with three support staff. All other staff working on the project were government employees. One head of department from within the Secretariat of State of Professional Training and Employment (SEFOPE) was appointed per target district to be responsible for the planning and implementation. Some of the urban works were implemented through NGO partners.

Road platform preparation photo Yat Un, ILO team

**Wage rates**: Wage rates were set by the MLCR at USD 2 per day. In this project most payments were based on a daily payment for attendance only. Only some of the works were carried out on a task rate or piecework basis. Where tasks were set, a daily wage was paid for a completed task.

**Wage payments**: At the beginning the project tried to organise daily payment of wages to the workers but this proved very cumbersome and impractical. As the project continued and a certain trust was built up between the project team and the beneficiaries, the payments were made weekly and eventually fortnightly. A police escort was needed for the transfer of the wages from Dili to the various districts and sites. This was necessary, but added to the costs of the project.

**Participation**: The following criteria were established for the selection of participants:

1. Priority will be given to unemployed youths (16 – 30 years old)
2. No discrimination in the selection of the beneficiaries on any other grounds
3. Civil servants cannot become beneficiaries of the project
4. Employment opportunities will be given to one person per household
5. Involvement of IDPs based on the authorization from village/ sub-village chief
6. The beneficiaries can agree to involve 50% community members and 50% IDPs from the same village/sub-village, where feasible
7. Opportunity to involve women in this activity (40% target)
8. Beneficiaries should be disciplined, diligent, healthy, responsible and aware of their work condition

Women who preferred to work from home were engaged on a piecework basis to prepare masks, gloves and brooms for the workers engaged on the physical works.
44 percent of the beneficiaries were youth, 49 percent women, and 19 percent IDPs. Out of the total, 78.4 percent were unemployed before the crisis. The percentage of IDPs is less than expected but in some rural areas little distinction was made between IDPs and permanent community members.

**Health and safety**: Protective clothing such as masks and gloves were provided for the workers.

**Coordination**: By engaging in CFW through the MLCR, there was automatic coordination with government and the government's response to the crisis. The MLCR set the wage rate at USD 2 per day, and this was applicable for all CFW. It was mostly adhered to by other organisations involved in CFW, but problems of wage competition did arise. Coordination within districts, sub-districts and villages was also facilitated through the MLCR using their continuous contacts with these local stakeholders.

**Monitoring**: A Programme Monitoring Officer was appointed under the overall direction of the UNDP Country Director. The Programme Monitoring Officer reported directly to the Senior Assistant Resident Representative, and worked closely with the ILO team as well as with the Deputy Resident Representative (Operations) MLRC.

### 5.5.3 Lessons learned and recommendations[56]

The project was very successful in providing work opportunities for a large number of beneficiaries in a short time-frame. However with every experience there are lessons to

56 Adapted from Interviews;
Policy And Operational Guidelines, Ministry Of Labour And Community Reinsertion, June 2006;

be learned and improvements the project partners would choose to make if they were to implement similar projects.

The following lessons learned resulted from the implementation experience:

1. Lack of technical expertise, equipment and tools and materials are limiting factors for CFW projects. Adequate attention has to be paid early on to procurement, warehousing and the delivery of supplies and equipment in order to expedite CFW activities.

2. Lack of engineering and other skilled labour slowed the CFW projects. It is recommended that CFW implementers either limit the need for technical expertise through providing simple project design, or ensure the availability of skilled labour needed to complete the CFW activities. The rapid training in necessary skills could be an option.

3. Making CFW payments can be a time-consuming activity. Frequent payments (i.e. daily payments) can be too complicated and time-consuming during the onset of an emergency. Weekly or less frequent payments may be more workable from a management perspective once the immediate crisis and daily need for cash is past.

4. Experience showed a higher degree of work outputs in areas in which there was a lower supervisor-to participant ratio. Consider work groups with no more than 25 workers and a ratio of no more than four work groups to one supervisor (overall maximum ratio of 100 workers: 4 group leaders: 1 supervisor) to ensure quality and efficient work.

5. Monitoring through unannounced visits to work groups is an effective way of ensuring compliance and identifying problems. If a discrepancy is found, an incident report has to be filed and the issue addressed with the project managers. In cases of repeated problems the only solution may be to stop CFW activities, in order to maintain a strong reputation across the implementation area.

6. Slowing activities as the CFW project nears completion rather than abruptly stopping them is an option to consider as CFW projects transition to more development activities.

**Recommended documentation**: Policy And Operational Guidelines, Ministry Of Labour And Community Reinsertion with the support of the UNDP/ILO Servi Nasaun Project, June 2006

## 5.6 Work for Peace Project – (Serbisu Ba Dame)[57]

### 5.6.1 Background

With the success of the "Work for Conflict Reduction and Meeting Basic Needs (Servi Nasaun)" project, a successor was developed to continue the good work especially as tensions were high in early 2007 due to the approaching elections. This project title was "Work for Peace", emphasising the importance of promoting stability during this period.

The aims of the "Peace for Work" Project were:

(i) To reduce the potential for conflict and further destabilisation in Timor-Leste, by providing short-term employment opportunities to groups which have played/ could play a particularly destabilising role, especially the youth.

(ii) Rapidly increase the purchasing power of the beneficiaries, by injecting some badly needed cash into the economy. In the case of IDPs, diminish their reliance on international humanitarian relief and food rations, and help gradual transition towards gainful economic activity, thus creating a link between relief, rehabilitation and development.

The geographical spread of activities was considered important given the demographic pressure on Dili. Therefore activities were planned in 13 districts where rural households were still hosting IDPs.

### 5.6.2 Facts

**Dates**: March 2007 to September 2007
**Budget**: Euro 2.5 million
**Funded by**: The European Union through the European Rapid Reaction Mechanism
**Workerdays**: target: 350,250; actual: 606,325
**Beneficiaries**: target: 23,350; actual: 45,569

**Budget split**: wages to beneficiaries: USD 1,214,837 (Euro 867,750) equivalent to 35% of the total project budget. Also a further USD 674,080 (EUR 508,930.40) equivalent to 20% of the budget was spent with local service providers and contractors for tools, equipment, small specialised construction items, and local material supplies.

57 Sources: Interviews plus:
Procedures manual – Project Work for Peace, Ministry of Labour and Community Reinsertion, 2007.
Mid-term Report June 2007
Final Report December 2007,

**Additional complementary funding**:[58] The government allocated an additional budget of USD 1.5 million. This had to be spent rapidly within a period of 2 months and therefore this budget was allocated immediately for all labour-intensive works using the same structure and methodology as the Work for Peace Project. This resulted in one project with two approaches and two sources of funding: (i) an approach supporting activities requiring less technical and supervisory inputs (labour-intensive) and government financed over a shorter implementation period, and (ii) an approach requiring more technical and supervisory inputs (labour-based), EU financed and a longer intervention period.

**Need for CFW**: No formal needs assessment was done as the needs were obvious. This is a reflection of the size of the country and the population.

**Appropriateness of cash payment**: The cash payment enabled beneficiaries to cover their basic needs and to support the recovery of local businesses through cash injections into the local economy.

**Determination of projects**: Activities were identified through a community-driven process, involving local authorities at the district, sub-district, village, and sub-village levels.

**Activities**: Sub-project choice criteria:

1. Activities corresponding to the community needs;
2. Activities requiring low level of skills;
3. Short-term activities (maximum two/three weeks);
4. Labour intensive / labour-based activities;
5. Activities not requiring complex logistic arrangements;
6. All materials and tools required for the execution of the activities must be available and purchased in the local markets;
7. Cost of materials should not exceed 25% of total activity budget; the other 75% should be spent for the payment of the workforce;
8. Maximum budget per each activity is USD 5,000;
9. Maximum number of the beneficiaries per each activity is 100;
10. The activities should promote socialisation among unemployed youths and encourage women's participation.

58 During this period the Government also provided USD 1.5 million for CFW. The results reported here are for the EU €2.5 million.

Core activities focused on rural roads repair/rehabilitation, irrigation canals cleaning and restoration, weed control and drainage cleaning of national and district roads. Other activities – such as rehabilitation of sport sites - were identified and selected based on concrete proposals from the communities. (The activities ranged therefore from "community projects" to "public works". Public works are carried out on infrastructure which is under the ownership of government rather than community owned – e.g. district and national roads).

With these choices of activities, the approaches varied from labour-intensive activities such as drainage cleaning and weed control, to more technically challenging labour-based activities such as rehabilitation of roads and canals.

**Inputs & technical support**: Technical support was provided through the specifically recruited international (regional) labour-based engineers and the management team. The main implementers were the MLCR permanent staff and additional staff specially recruited by them for this project.

**Training**: Training on project procedures was given to all staff. In addition, an International Training Specialist was identified and hired to facilitate the rapid training on Labour-Based Road Construction and Rehabilitation Methods for the national engineers.

CFW - cleaning lined drain
photo- ILO team

The training (4 days in a class for theory and 2 days on the field for practice) provided the basics for the implementation of (i) national and district roads maintenance, (ii) irrigation canal maintenance, and (iii) labour based rural road rehabilitation. Training's topics included:

i. Road maintenance assessment survey and workdays estimates,
ii. Irrigation canal maintenance assessment survey and workdays estimates,
iii. Rural road rehabilitation assessment survey and workdays estimates,
iv. Productivity norms/Task rates
v. Sub-part proposal and cost estimates, and
vi. Practical work on the assessment survey, form filling and quantity calculation

Mentorship and technical direction on site was provided by the international labour-based engineers.

**Implementation/ operation**: The 'Work for Peace' Project established a structure for the 13 districts that comprised 7 International Labour-Based Engineers, recruited from the Asia Pacific Region, 14 National District Labour-Based Engineers, 13 District Operations Officers and 37 National Field Officers. The staff worked in all 13 districts to oversee direct implementation of the project and provide the appropriate Labour-Based technical facilitation. Out of the 37 National Field Officers, 24 were directly recruited and supported by the former MLCR, representing a concrete and extremely important contribution of the Government to increase the delivery capacity of the project. Work in the urban setting (drainage cleaning) with IDPs was implemented through NGOs already working within the IDP camps or selected urban areas, and for logistic reasons .

**Wage rates**: Wage rates were set by the MLCR at USD 2 per day, for completed tasks. In this project there was a mixture of daily payment based on attendance only and task-based and piecework based payments. Most of the work, especially for the labour-based sub-projects was carried out either on a task rate or piecework basis. A daily wage was paid for a completed task.

**Work targets and Average Task rates**: General guidance was provided on the amount of work that should be completed and the numbers of beneficiaries that would be employed as targets for the project. Project estimate:

Table 5.6.2: Work targets

| Description of Activity | Indicators |
|---|---|
| Grass cutting and drainage cleaning of national and district roads | Roads Length: 1,500 Km<br>Duration: 90 days<br>Employment created: 150,000 workdays<br>Beneficiaries: 15,000 workers<br>Productivity LB standards:<br>• 10 workers (1 gang) cover 100 m/day<br>• 100 workdays/Km<br>• Switch gangs every 10 days to spread income |
| Rural road repairs and rehabilitation | Roads Length: 27 Km<br>Duration: 180 days<br>Employment created: 54,000 workdays<br>Beneficiaries: 5,400 workers<br>Productivity LB standards:<br>• 2,000 workdays/Km<br>• 2 Km/month |
| Irrigation canals and cleaning | Canal Length: 130 Km<br>Duration: 90 days<br>Employment created: 24,700 workdays<br>Beneficiaries: 2,400 workers<br>Productivity LB standards:<br>• 190 workdays/Km |
| Other LI/LB works as identified by local communities | To be defined as necessary |

**Guidance on individual task rates was provided through the technical training.**

**Wage payments**: From the experience gained in implementing the previous "Work for Conflict Reduction and Meeting Basic Needs Project", wages were paid on a fortnightly basis. A police escort was needed for the transfer of the wages from Dili to the various districts and sites. This was necessary, but added to the costs of the project.

**Participation**: In many communities the demand for work was greater than the number of workers needed therefore the community leadership arranged for rotation of workers to make sure everyone who registered had an opportunity to benefit from the programme. Priority was given to one worker from each family. According to the project database, out of the total number of 45,569 project participants, 88.% were youth (40,271), with 19.5 % women (8,876), and 36.5 % IDPs (16,591). 69. % (31,455) of project participants had received no formal education. The participants were all more than 15 years old.

Use was made of the existing district employment centres of the MLCR. These were responsible for:

- Facilitating the contacts with local authorities (district and sub-district administrators, village and sub-village chiefs);
- Supporting the project staff in the identification and selection of the beneficiaries that participated in the different initiatives;
- Assisting the project staff in the beneficiaries' registration process.

**Health and safety**: Protective clothing such as masks and gloves were provided to the workers.

**Coordination**: As with the previous project, the Government was responsible for coordination.

**Monitoring**: In partnership with the Ministry, monitoring was carried out following the procedures in the management system

**Actual physical outputs**:

| | |
|---|---|
| Rural road – engineered rehabilitation | 17.2 km |
| Cleaning of irrigation canals | 180 km |
| Road maintenance | 2,326 km |
| Other activities – opening of new access road | 3.5 km |

**Recommended documentation**: Procedures manual – Project Work for Peace, Ministry of Labour and Community Reinsertion, 2007 and Lessons learned in the Work for Peace Final Report December 2007.

### 5.6.3 Lessons learned and recommendations


This project demonstrated that labour-intensive and labour-based approaches to public and community works are suitable for providing short-term employment, and cash for the beneficiaries, while improving infrastructure, and as a means to off-setting the structural causes of insecurity and conflict[59]. The improved infrastructure also benefited those who did not get to work. With priority being given to one person per household, those family members who could not work have also benefited from income of other family members through their participation in the project.

In sum, the Timor-Leste 'Work for Peace' project was a success, measured directly by material input (payment to workers, training for staff, capacity building for beneficiaries) and output (infrastructure, increased market access), and also accounting for the less-quantifiable community-social benefits and conflict management impact that have been remarked upon by local authorities and stakeholders close to the ground in project implementation areas.

Specific lessons learned and recommendations are as follows:

1. Time frame: The first overall lesson in technical terms is that a short project timeframe brings with it knock-on pressures in terms of meeting targets and maximising outputs. This puts pressure on the time available for community consultations.

   Example:
   As a result of the slow distribution of a contracted roller from private contractor in Dili, planned rural road rehabilitation in Maununo, Ainaro, was cancelled, and replaced by simpler maintenance work at the same location, and additional road maintenance at Hatobulico, also in Ainaro. The tight project schedule meant that 'Work for Peace' could not wait for belated delivery of the roller. While the contractor was clearly at fault in this case, the tight timeline and other pressures such as insecurity and elections meant that it was difficult to implement a contingency plan to ensure that rural road rehabilitation took place

59 Work for Peace was popularly-known as "the two dollar project" in certain areas of Timor Leste, showing the pivotal importance of much-needed cash payment in beneficiaries' minds.

in Maununo. However the project demonstrated flexibility in seeking a solution for the gainful employment of the beneficiaries.

2. Project infrastructure: Lack of transport facilities for project staff meant that reaching remote project locations was difficult in a country with limited and often substandard transport infrastructure. Irrespective of the cost-benefit analysis of labour-based approaches, the reality is that to implement and monitor effectively, sufficient transport should be purchased or hired to cover all project areas regularly.

3. Training and staff capacity: While the training given to national project staff was technically good, it should have been given at the start of the project, prior to works implementation. Training in 'Work for Peace' project interrupted fieldwork which was distracting, according to national engineers. All staff without exception should receive training, either formally or in an 'on-the-job' basis – which clearly took place during implementation of the 'Work for Peace' project. On-the-job learning, after a basic introduction, proved more important in terms of capacity-building of staff than the theoretical part, but both are necessary.

4. Wage rates and their effect on participation: Despite the similar economic background (i.e.: unemployed) and the high percentages of project participants without formal education or secondary education, there were variations in performance and motivation among workers. Higher wages offered by other entities – private companies and INGOs – impacted negatively on beneficiary motivation in some instances. This pinpoints the need for coordination in wage setting and commitment of stakeholders to remain with the agreed wage rates. With out this, the CFW intervention may contribute to conflict rather than reduce the risks.

5. Strong links are needed between senior management and the field. Some of the national engineers felt that their Headquarters did not understand the needs of the field and the technical demands posed by the engineering work.

6. 'Work for Peace' Generated cash, infrastructure and expectations: Implementation generates expectations of more work in the future among beneficiaries. This issue was raised by all local authority personnel interviewed (village chiefs, sub-district administrators, district administrators). What was the exit strategy?

7. Paid employment alters priorities: If projects clash with planting or harvesting,

these latter can be neglected by beneficiaries due to the importance of receiving cash payment. In Oecusse, some beneficiaries did not plant a second maize crop due to the presence of the project. However this is not the case all over the country, and more often beneficiaries stated that they manage their time, combining project work with other demands. Thus, it is important to plan the project taking into account community activities to avoid negative effects[60].

8. The cash incentive may affect internal migration: In some areas people came into a sub-district where the programme was active upon word reaching them that the 'Work for Peace' project was operating in the area.

9. Implementation has positive local spin-offs: Organisation and implementation of work at local and district level promotes civic participation and community organisation, good governance and decentralisation.

10. The percentage of women involved in the project did not meet the target, but as the overall number of participants increased the number of women recruited exceeded the numbers originally planned. The project also had the task of engaging male youths as a conflict reduction measure. The two targets were therefore somewhat contradictory.

11. A gender study was proposed and carried out to provide better information on the inclusion of women in the CFW projects

12. More attention needed to be paid to health and safety in terms of clean drinking water for the workers depending on site location, a first aid kit on each site and a day-long first-aid training be given to field officers as part of their pre-deployment training.

13. Language and interaction with people matter: national staff should be deployed with regional/district linguistic considerations in mind provided there are no negative effects to this decision.

The Work for Peace Project clearly demonstrated the benefits of CFW and as a result of the two CFW projects and other international experiences, both government and development agency partners recommended continuation of this approach as an expanded government programme.

60 This result was surprising due to the fact that the project enforced a one-person per household participation in CFW. On average, each household has 6 people, and others would have been free to work on agriculture activities.

## 5.7 Youth Employment Promotion Programme (YEP)[61]

### 5.7.1 Background

The YEP Programme was designed to contribute to the social stability and poverty reduction in Timor-Leste, through the enhancement of youth employability and the creation of employment opportunities for young women and men.

The YEP Programme was a broader-based programme aimed at promoting youth employment with four complimentary objectives. It is the successor of the STAGE Programme. Only the third objective related specifically to CFW, but it was included as a successor of the two previous CFW projects. The inclusion of CFW in this programme reinforces the importance placed on this method of addressing stability and poverty by the Government and its development partners. By including CFW within YEP the programme also profited from the linked objectives addressing youth unemployment. It should be noted that the Government financed the CFW element using USD 10m of government funds.

The outputs under the YEP CFW Objectives were:

- To build capacity within SEFOPE capacity to execute Labour Intensive Public Works as a safety net for rural poor
- To create short-term employment opportunities, in all the districts of Timor-Leste, through Labour-Intensive Public Works, organised by the SEFOPE based on the methodology adopted in the guidelines for cash-transfers through Labour-Intensive Public Works.

The YEP Programme provided short-term employment opportunities at low, but fair wages for unskilled and semi-skilled workers on Labour-Intensive rural infrastructure related works (road maintenance, irrigation infrastructure rehabilitation, reforestation, soil conservation, etc.), which had been identified as a priority given

Labour-based gravel road rehabilitation photo JT

their high employment creation potential. Activities leading to youth reconciliation and reintegration, such as rehabilitation and/or reactivation of sports and recreational sites, were also considered. In general, all the works were identified through a community-driven process, involving local authorities at the district, sub-district, village and sub-village levels. All the followed the well-defined guidelines approved by the SEFOPE. The works targeted poor areas, and tried to ensure that the assets created were of maximum value to poor people in those areas. The Labour-Intensive Public Works was, as much as possible, synchronized to the timing of agricultural slack seasons, when the market demand for labour was low, offering the beneficiaries an opportunity of employment during these off-peak seasons. In general, the duration of employment offered to the beneficiaries varied depending on the nature of the work selected for implementation. However, the YEP Programme prioritised those activities which offered the workers the possibility to be engaged during a period of up to a maximum of four months. Considering a daily remuneration of US$2, the scheme promoted by the YEP Programme will ensure an annual income approximately equal to the poverty line.

In addition, the YEP Programme, through the Youth Career Centres and in collaboration with selected partner organisations, also provided workers with basic hard and soft/life skills (literacy, numeracy, communication, problem solving, working with others, adaptability, independent decision making, health - including HIV-AIDS awareness -, environment protection, work ethics, reproductive rights, domestic violence, fundamental rights at work, etc). Youth were a priority target of this Strategic Component, but other vulnerable groups like women, poor households, etc, also benefited.

### 5.7.2 Facts

**Dates**: March 2008 to January 2012 The majority of the CFW was completed by the end of 2010
**Budget**: USD 23 million for the entire project
**Funded by**: Ausaid USD 13 million, SEFOPE USD 10 million
**Workerdays**: actual: 2.25 million
**Beneficiaries**: for the CFW component: target: 50,000, actual: 78,400

The CFW output was entirely funded by SEFOPE with the budget of USD 10 million. The willingness of the Government of Timor Leste to invest its own funds in CFW is an indication of the appreciation of the previous projects and the worth of the programme objective to the country.

**Workdays**: target beneficiaries: 50,000 beneficiaries from the most vulnerable rural

households (the poorest of the poor, widows, disabled, etc.) generating 2.25 million worker days, complementing their annual income with short-term employment opportunities. Often communities prefer to rotate the job opportunities among as many households and individuals as possible and therefore the beneficiary numbers increase above the target. The target for beneficiaries was exceeded by 50%. 27% were women and 40% youth

**Need for CFW**: A fragile peace and the large number of people living below the poverty level were the reasons for the continuation of CFW. The CFW was therefore moving away from an emergency response and towards a safety net programme.

**Appropriateness of cash payment**: Goods and services were available, but not attainable for the population living below the poverty level.

**Determination of projects**: As per previous projects but with more involvement of the relevant line ministries

**Activities**: Despite a free choice, many communities opted for road improvements and road maintenance.

**Inputs & technical support**: With each successive project the level of technical support increased as did the experience of the ministry staff. A senior international expert for labour-based intensive works was recruited to support YEP CFW component.

**Training**: Technical training was provided to SEFOPE staff on labour-based activity planning, implementation and reporting.

Beneficiaries of the CFW programme were offered literacy training as part of the programme. 70% of the beneficiaries are illiterate. Literacy and Numeracy training and HIV Awareness modules were developed and published in partnership with the National Directorate of Non-Formal Education of the Ministry of Education, the National Directorate of Employment of the SEFOPE, and UNICEF.

**Implementation/ operation**: As with previous projects, the SEFOPE were managing and implementing the project supported by the ILO.

**Wage rates**: In 2008, ILO and SEFOPE undertook a study entitled "Appropriate Wage Rate and Related Issues for Employment Intensive Public Works Programmes in Timor Leste" November 2008.

Recommendations on the wage rate and employment conditions were as follows:

(1) In spite of variation in labour availability between districts, a single uniform wage rate is recommended for simplicity and to void concerns about uneven treatment of districts.

(2) A uniform wage rate of $2.00 per day for LI programmes and projects undertaken by SEFOPE, and ideally for all such GoTL programmes, is recommended.

(3) In line with the recommendation on wage rate policy made above, for LB programmes, contractors would be free to set the wage with the stipulation that it cannot be lower than the LI wage rate.

(4) The uniform LI wage rate should be kept under review and adjusted if necessary because of changes in labour market conditions and cost of living.

(5) A distinction should be made between the terms and conditions for casual public works employment and formal public sector employment. For the former, basic health and safety measures should be in place but other employment related benefits should be excluded.

(6) The wage rate and employment conditions should not discriminate against women and positive discrimination favouring women and the young may be necessary.

In 2010 there was a review of the wage rates and a wage increase from USD 2 per day to USD 3 per day was agreed for the remainder of this project.

**Wage payments**: wages were paid on a monthly. A police escort was needed for the transfer of the wages from Dili to the various districts and sites. This was necessary, but added to the costs of the project.

**Participation**: Although links were established between job seekers and the project through the established employment centres, most recruitment took place at community level following the rules set by the project.

**Health and safety**: Protective clothing continued to be provided, and first aid kits.

**Coordination**: This work is continuing as a measure to reduce poverty and youth unemployment, as a government programme, therefore there is no requirement for coordination in the way that is needed immediately after a crisis.

### 5.7.3 Lessons learned and recommendations

The works were very much appreciated. YEP has benefited from the recommendations made following the implementation of the Work for Conflict Reduction and Meeting Basic Needs – "Servi Nasaun" and Work for Peace Project – "Serbisu Ba Dame". Only a few additional recommendations are included here:

1. Government budget allocations for labour intensive works should continue and specifically target rural and remote communities.
2. The training programmes for literacy and numeracy, HIV/AIDS awareness and family planning should be continued and should also target young people in local communities.
3. There is some 50 national staff working with Short Term Employment Department, ranging from engineers and supervisors to administrators and logistics officers. National staff was initially funded through the YEP and TIM Works Programmes but are now being included in SEFOPE's budget for temporary staff. (TIM Works is described in section 8 below.) Any follow-on programmes should make use of this capacity which has already been built.

Recommended Documentation: YEP - Youth Employment Promotion, Project Document, March 2008, and Appropriate Wage Rate and Related Issues for Employment Intensive Public Works Programmes in Timor Leste, SEFOPE, MLCR, November 2008.

Final Evaluation of Youth Employment Promotion Programme YEPP, ILO December 2012

## 5.8 Investment budget execution support for rural infrastructure development and employment generation (TIM Works) [62]

### 5.8.1 Background

TIM Works as a project represented a significant shift in emphasis from the previous projects. The focus remained on employment creation, but greater stress was placed on the infrastructure to be created and the productivity needed for the economically viable construction and rehabilitation of infrastructure. In other words, the TIM Works project now was exclusively focussed on creating employment through engineered, economically competitive, labour-based approaches.

The reasoning behind TIM Works: Increased employment opportunities in the infrastructure sector alone are insufficient to adequately address the massive overall employment creation challenge which Timor Leste faced and continues to face, however, the road sector, with its significant recurrent government budgets, presented a major opportunity for permanent job creation through the gradual introduction and institutionalisation of more employment friendly work methods in road infrastructure programmes.

At the time of the project formulation, the Timor Leste road sector comprised a road network of 6,040 km made up of 1,430 km of national roads linking district centres, 870 km of district roads providing links to the administrative centres, 720 km of roads in Dili and 3,020 km of rural access or feeder roads. The sector had been well studied and roads and programmes were already prioritised and major programmes had commenced. The conditions of the national, district and urban roads were known and showed a high degree of deterioration. Rehabilitation and maintenance was and continues to be needed to sustain road access. The condition of the district and rural road network had not been assessed, but with the backlog of maintenance it was expected that a significant portion of the road network was in need of repair and rehabilitation.

Outputs:
The following outputs were envisaged:

62 Sources: Interviews
TIM Works Generic Project document 2008
Labour Based Equipment Supported Methods For Rural Road Rehabilitation for Small Scale Road Work Contractors, SEFOPE / ILO May 2009
TIM Works TIM/08/M52/IRL, Final Report, June 2011
TIM Works Draft Impact Study, May 2011
Fact sheet: Employment-Intensive Infrastructure Works
Guideline: Labour-Based Routine road Maintenance in Timor-Leste, ILO 2010
Training on Labour-based Technology and Contract Management for Private Contractors, Batch 1 July 2009 and Batch 2 April 2010

1. 300 km rehabilitated/constructed, 36 km periodic maintenance and 1500 km of routine road maintenance. In addition the civil works programme includes a limited provision for the rehabilitation of other public/community infrastructure identified by project stakeholders at local level.

2. 1,037,000 workdays generated providing short-term employment to 23,500 beneficiaries, at least 30% being women.

3. Capacity established within private and public sectors for the effective provision of rehabilitation and maintenance of national, district and rural roads and LB method training arrangement and materials, inclusive of appropriate technical standards, employment procedures, field manuals, planning procedures, contracting, community involvement, occupational safety and health, gender equality promotion, mitigation of negative social impacts, and HIV/AIDS.

4. Policies and regulations adopted and implemented for further scaling up LB methods.

As this represents the departure from CFW towards labour-based infrastructure works a full fact sheet for the project is not included. However it should be noted that the basis for this development can be traced back to the strengthened technical support, work organisation and training which produced quality infrastructure through cash for work.

### 5.8.2 Facts

**Dates**: Original from December 2008 to June 2011, extension to February 2012
**Budget**: USD 12.39 million
**Funded by**: Norway, AusAid, EC, Ireland,Government of Timor Leste contribution and ILO

**Workerdays**: Timworks officially came to a close on 29th February 2012, significant employment was generated for 32,500 beneficiaries or 1,370,000 workdays out of which 27% were for women and 44% for youth (ages 15 – 29), resulting in a cash injection of over US$ 4.1 million to rural communities.

**Inputs and Technical support**: A Senior International Technical Advisor was recruited by ILO to support SEFOPE at management level for all aspects of labour-intensive and labour-based activities. A further three international labour-based engineers were also employed for the field activities. This increased technical support would enable the move from labour-intensive activities to a mix of labour-intensive and labour-based activities.

**Labour-based infrastructure provision rather than CFW**: Over 300km of roads were successfully rehabilitated (245 km through government direct labour implementation and 58 km through private sector contractors). Special emphasis was placed on ensuring the routine maintenance of the rehabilitated roads and other roads on the rural network. There was good progress made on routine road maintenance and periodic maintenance; cumulatively 2,150 km of roads received maintenance under the Project.


Contractor Training – photo ILO report

According to the final report, the average cost of completed road rehabilitation projects is around USD 22,500 per km for work carried out in house, with significant variations between the districts. The average cost of contracts is somewhat higher. The labour component is around 45%, equipment 35% and materials 20%. The number of worker days averages about 3,300 per km. However, with the increase in wage levels for unskilled workers from USD 2 to 3 in 2010 and the general cost increases of equipment and materials the costs in the final year of the project rose to USD 25,000 per km. The 45% labour component relates to the sub-project costs of rehabilitating 1 km of road, this does not relate to the total TIM Works project costs. The costs may appear quite high, but the terrain and climate in Timor Leste demand proper engineered solutions and sufficient drainage and soil preservation measures.

**Implementation**: TIM Works continued implementing the works using direct labour (also known as "force account") where the government organises and pays the beneficiaries directly for the work. In addition to this approach TIM Works introduced training of and implementation through small local contractors.

**General task rates**: i.e. what is expected of one person during one working day - Note: the rates may vary depending on local conditions.
Task rates for Rural Road Rehabilitation:

Table 5.8.2: Task rates for rural road rehabilitation

| Task | Task-rate |
|---|---|
| Survey and setting out (team) | 500 m/WD |
| Clearing Light | 150 m²/WD |
| Clearing Dense | 100 m²/WD |
| Levelling | 40 m²/WD = 1.2 m³/WD |
| Ditching | 6 m/WD = 1.5m³/WD |
| Sloping | 8 m/WD |
| Forming camber | 8 m/WD |
| Gravel excavation | 1.25 m³/WD |
| Gravel loading | 5 m³/WD |
| Gravel spreading | 8 m/WD |
| Peg fabrication | 100 no/WD |
| Roller compacter | 200 m/WD |
| Water spreading | 50 1/m3 |
| **Task rates for Road Maintenance:** | |
| Grass cutting - Light | 150 m²/WD |
| Grass cutting - Dense | 100 m²/WD |
| Side drains cleaning | 1.0 m³/WD |
| Culvert cleaning Ø 0.60 | ½- blocked 1 row-5m/WD |
| Culvert cleaning Ø 0.60 | Over blocked ½ row-5m/WD |
| Culvert cleaning Ø 1.00 | ½- blocked 1 row-5m/2WD |
| Culvert cleaning Ø 1.00 | Over blocked 1 row-5m/4 WD |
| Stone masonry work | 0.5 m³/WD |

### 5.8.3 Lessons learned and Recommendations

TIM Works was the project where the emphasis shifted from employment with an added bonus of infrastructure improvements to employment as part of structured labour-based provision of transport infrastructure. This is therefore no longer strictly a CFW project.

**Lessons learned and recommendations**:

1. There is an urgent need to improve access to the most remote communities and communities that are isolated as a result of poorly maintained road systems. Results of a beneficiary study showed a very high level of beneficiary satisfaction with project results and execution. The strong interest in participating in the road work indicates that an appropriate technology, high labour content approach is the most suitable for the rural road rehabilitation programs in terms of providing employment for inhabitants living in the vicinity of the roads to be rehabilitated.

2. In communities where cash earnings generally are very low the program has contributed very meaningful additional cash injection, which has enabled beneficiaries to improve their lot according to their priorities. Importantly, the communities now have access to significantly improved public transport and increased economic activity due to the improved roads.

3. The Project created what was for many the first opportunity ever to earn cash money; overall. From the impact study survey it was found that for 83% of the beneficiaries this was their first opportunity to earn cash money from their labour; 91% of women had never earned cash money before this opportunity. For these beneficiaries the only cash money they otherwise would earn is derived from selling produce on markets.

4. Many beneficiaries do not seem to be seeking full time employment outside their communities. However, if other opportunities for seasonal work offer a possibility to earn extra cash, the beneficiaries in all likelihood would be interested in such opportunities.

5. The Project provided guidance to the selection of workers but allowed much of the management of the worker selection to the beneficiaries themselves. The impact study results indicated that this administration of work distribution was well managed by the beneficiaries. Villagers indicated strong agreement with the way the available work was administered and distributed. There was almost unanimous agreement between beneficiaries that women were given equal opportunity to participate in the work. At the time of the survey the average female participation was 28%.

6. The skills the beneficiaries have acquired during the TIM Works programme should be useful for further infrastructure projects, particularly road improvements.

7. TIM Works had to be operational within a very short period and only a short

lead time was available to establish modalities, procedures and select and design the schemes. The decision of fully concentrating on the maintenance and rehabilitation of key rural roads links as these activities can be relatively quickly initiated and provide relative large numbers of employment opportunities and can be designed in a relatively short period. When more time and resources would have been available, it would have been worthwhile to adopt a broader and more diversified 'menu' of interventions that would reflect local communities' priorities. Examples of sub-sectors and activities with good potentials for labour absorption that could effective contribute to local economic development are small-holder irrigation development, flood control activities and water and soil conservation using labour-based or labour-intensive approaches.

8. The question of maintenance of the improved gravel roads needs to be addressed. Dialogue with government over maintenance needs to be undertaken, but this is a problem facing many countries and it would be unrealistic to expect a labour-based programme that has grown out of CFW to promote solutions. However, it is an issue which needs to be considered and raised with government and donors, especially if such programmes are to be continued and expanded.

**Recommended Documentation**: Labour Based Equipment Supported Methods for Rural Road Rehabilitation for Small Scale Road Work Contractors, SEFOPE / ILO, May 2009, and Guideline: Labour-Based Routine Road Maintenance in Timor-Leste, ILO 2010

## 5.9 General lessons learned based on interviews and discussions

1. CFW was implemented by a variety of organisations including SEFOPE supported by the ILO. One of the major lessons learned is that CFW based on daily payments or weak task-rates creates difficulties for later programmes where productivity and output becomes critical. It has proved difficult to increase task rates to a level normally associated with labour-based activities as a result of the lower expectations accepted under CFW.

   Of course it may not be possible or even desirable given the nutritional status and living conditions of the beneficiaries immediately after a crisis to expect that full tasks can be completed, however, output-based payments should be introduced as quickly as possible, and tasks gradually increased with each new programme to a realistic but non-exploitative level.

2. Road maintenance can be classified as a labour-intensive activity and will create

more employment per dollar as labour-based work, as the following works budget[63] breakdown demonstrates:

- Maintenance: Wages 70-90%, Tools 10%, Materials/Equipment 0-20%

3. Road rehabilitation can be classified as a labour-based activity and will create less employment per dollar as the following works budget[64] breakdown demonstrates:
   - Rehabilitation: Wages 30-40%, Equipment 30%, Materials 25%, Tools 5%

4. There is a cost to paying wages that needs to be budgeted for, and can be estimated at 3-5% of the total wages bill.

5. It is difficult to estimate the percentage of the total budget spent on wages, as the split between the technical assistance, capacity building, logistics, etc. and the actual works budget varies depending on the amount and type of capacity building included, the location of the works, the amount of supervision, the need for technical assistance, etc. Therefore the percentage spent on wages is taken for the works budget only and the additional costs must be calculated separately taking into consideration the objectives and location of the project or programme

## 5.10 The present and future

The creation of temporary employment and the opportunity for participants to enhance their income to bring them and their families above the poverty line is continuing using the two approaches already implemented in country (i) labour-intensive and labour-based CFW and (ii) private sector ( contractor) implemented labour-based road works. The CFW has been transformed from a quick response mechanism to a broader safety net programme offering temporary employment opportunities. The participants use this chance of work to complement their income and bring their families and themselves above the poverty-line.

With the initial emergency CFW interventions, and the follow-on projects and programmes the Government in partnership with the ILO has been able to demonstrate the quality assets that can be created using technically supported CFW. This has led to further labour-based opportunities for the improvement of local infrastructure serving the community and at the same time creating employment and injecting cash into the local economy.

63 This relates to the work activity budget only not the total project/ programme budget

64 This relates to the work activity budget only not the total project/ programme budget

Although much of the work is under specific projects and programmes, the experiences have influenced Government policy. CFW and L-B provision of infrastructure appear in several government documents including:

1. TIMOR-LESTE STRATEGIC DEVELOPMENT PLAN 2011 – 2030
   *P.74: In addition, the Strategic Development Plan road program will rehabilitate all rural roads to a minimum standard by 2015. …… The work will be undertaken* ***by locally based contractors using labour-based equipment, which will generate significant rural and regional employment.***

2. THE DRAFT RURAL ROAD POLICY FOR TIMOR-LESTE, prepared by the Directorate of Roads, Bridges and Flood Control, Ministry of Infrastructure, June 2009.
   *P.20: Use of Local Resource-based Technologies: Objective:*
   a) To use appropriate local resource based construction and maintenance technologies in rural road development that minimise the whole life costs of the assets that are sustainable and that are **conducive to employment creation**.

### 5.10.1 Continuity and the future

The approaches adopted by the TIM Works project have been widely recognised, however there is still some way to go before they are fully mainstreamed within Government planning. The newly started projects such as the EC supported Enhancing Rural Access (ERA), under the Rural Development Programme IV (RDP IV) and the AusAid supported Roads for Development (R4D) are continuing the work of TIM Works with a view to harmonising and streamlining standards and procedures which promote a labour-based approach and which are fully owned and integrated in the systems of the GoTL.

R4D's main thrust is to develop and institutionalize adequate capacities and instruments in the public sector – in particular within the Directorate of Roads, Bridges and Flood Control (DRBFC) of the Secretariat of State for Public Works under the Ministry of Infrastructure – that will enable GoTL to effectively and equitably plan, budget and implement investments in rural road construction, rehabilitation and maintenance.

The ultimate beneficiaries of R4D are the rural women, men and children living in the areas of influence of the roads that will be rehabilitated and/or maintained in all of the country's 13 districts where R4D will be operational. They will benefit from the improved road access to social and economic facilities and services and related spin-off effects. R4D's road rehabilitation and maintenance works will also provide short-term employment opportunities to rural women and men and this will provide income generating opportunities for the local workers who will be employed during the implementation of the works and an injection of funds into the rural economy. The wage rate is now set at USD 115 per month. The direct beneficiaries will be the staff of the DRBFC and local contractors[65].

Below is a diagram indicating the involvement of the ILO, with the support of many development partners, in CFW through to development projects and programmes with the GoTL.

### 5.10.2 Progression of ILO supported CFW in Timor Leste

The diagram below presents a picture of the progress from the initial CFW to the current labour-based works and a glimpse into the future of a possible systematic rural roads programme which generates employment and maximises use of local resources.

65 Source Roads for development (R4D), Project Document

Figure 5.10.2 Project sequence - Timor Leste




* little or no donor funds for component 3 - CFW, 10m from Government, general programme started with 7.3 donor funds and wen to 13.8m

▲ Youth employment study GTZ & WB 75 000

# CFW to LRB Works in the Philippines

## 5.11 Introduction

The ILO in the Philippines has been involved in a variety of Cash for Work activities from 2007 to date. This case study examines the entry point and the successive projects and programmes which evolved as a result of the successful implementation of the initial CFW initiatives.

## 5.12 Philippines

At the 2010 census, the population of the Philippines stood at 92.4 million with 36.8% of the population living below the government poverty line. The Philippines' geology is dominated by volcanoes and earthquake faults and the country lies in the path of tropical cyclones. Since the year 2000 nearly 3 million people have been directly affected by various disasters.

## 5.13 ILO and CFW in the Philippines[66]

The experiences presented in this case study illustrate the ILO's ability to respond to crises and promote crisis prevention in the Philippine context. The success of the first endeavours resulted in the willingness of government and civil society to partner the ILO in their continued support of communities affected by crises. The initial activities relating to crises were in fact disaster prevention measures. The activities were a direct response to the concerns of communities affected by repeated flooding. Flooding in the Philippines was particularly severe in 2006 and 2008.

## 5.14 Inital CFW responses

### Iloilo City 2007-2008

**Activity**: improvement of drainage system, creek clearing and access,
**Project cost**: Php 842,260 USD 18,600(100% ILO funding)

66 Source1: Climate change Adaptation and Crisis Response: Community Contracting Initiatives in Calamity-Prone Areas, A Practical Guide, ILO, Philippines, 2011
Source2: Community Infrastructure in Urban Areas:...creating jobs while improving low-income settlements, ILO/ASIST-AP 2008
Source 3: Project reports

**Work beneficiaries**: in excess of 1,500 skilled and unskilled workdays

The work undertaken in Iloilo was managed through a series of community contracts for the implementation of local resource-based projects. The communities formed workers groups which were in turn registered by the Department of Labour and Employment (DOLE)as Rural Worker s' Groups (RWGs). Once the workers had attained this legal status it was easier for them to officially sign contracts and access work. In several areas of the city home-owner associations formed workers groups and undertook community contracts for the improvement of the area and mitigation against flooding. The project benefited from previous work carried out by local NGOs in initial organisation of the home-owners associations. Part of the works was the clearing of 2 km of a creek which flooded the surrounding areas after heavy rains. Not only was debris removed but some areas of the channel were re-dug. Little or no materials were required and the majority of funds could be used for the wage payment and acquisition of handtools and protective clothing. Once completed, the Mayor of Iloilo reviewed the work and commissioned the home-owners association to clear a further 2km paid for by government funds.

### Dolores, East Samar 2008-2009

**Activity**: improvement of drainage system
**Project cost**: Php 6.6 million (ILO 4.6 million and provincial and local government 2.0 million)USD 146,000
**Work beneficiaries**: 5,400 skilled and unskilled workdays

This local resource-based[67] project was aimed at disaster mitigation and was undertaken through the use of community contracts. Once again the modality of community contracting was used. The improved drainage channel prevented flooding in the severe rains in January 2010. It has resulted in the drainage of 5 hectares of swampland, reduced the health risk from waterborne and insect disease, and given access to 25 hectares of farmland.

In this project the average labour cost was Php 250 per day. The total amount paid in wages was Php 1.35 million.

### Response to Flooding, 2009

In September 2009, typhoon Ondoy brought severe flooding to several regions of the Philippines. ILO supported CFW activities with the affected communities in Quezon

67 Afull definition of LRB is provided on page 10 of this document

City, Metro Manila; Binan, Laguna; Tatay, Rizal and Bagumbayan, Taguig City

**Activities included**: Clearing and cleaning of the affected areas, de-clogging and rehabilitation of the drainage systems including creeks and placing of materials to raise access road embankments.

**Total Project costs**: Php 3.3 million USD 70,000. Funding came from the ILO and Government with additional inputs in kind from local government

**Work beneficiaries**: 620 residents and displaced shoe workers with a total of 8,500 skilled and unskilled workdays

Implementation was always in partnership with the affected communities but agreements and support varied. The implementation partner was either the community, or DOLE and Public Employment Service Office (PESO) or with DOLE in partnership with an NGO.

The local government provided the social protection insurance, T-shirts, tools, heavy equipment for the removal and haulage of the cleared garbage, administration and meeting facilities. This pattern of cooperation was seen in all the projects and activities. The wages were paid for using the project budget.

## 5.15 ILO Response to the damage caused by typhoon "Sendong" in the Philippines

### Background

On 16-17 December 2011 Typhoon Sendong (Washi) passed through the Mindanao region sending torrents of water and mud over riverside villages and sweeping houses out to sea. The office of Civil Defense in the Philippines issued a call for a rapid needs assessment. The ILO participated and identified an immediate need for clearing and for employment. ILO mobilised internal funds as a start and approached an interested development agency for funding and received their support.

### 5.15.1 Community-based Emergency Employment (Cash-for-Work) and Reconstruction Project

The "Community-based Emergency Employment (Cash-for-Work) and Reconstruction Project" was designed to implement an employment and livelihood recovery response in the aftermath of the Typhoon Sendong, in order to ensure a job-rich recovery process

resilient to future natural disasters by applying a climate change adaptation approach. The project was also designed to develop specific guidelines and technical manuals that could be used in future disaster situations in the Philippines. The project would further contribute to efforts to increase local resilience and adaptation capacity of local communities and local government units in the affected areas.

## Project components

a. Rapid employment impact
   Target: to provide 2,000 workers with short-term work opportunities, generating 50,000 workdays
b. Livelihood Cluster Work and Assessment of Damages and Losses
   Purpose: to conduct a livelihoods damage assessment
c. Disaster-resilient livelihoods and employment recovery response;
   Strategy: medium term employment intensive reconstruction work for 400 workers, generating 32,000 work-days
d. Mainstreaming Lessons Learned and Development of Guidelines and Technical Manuals
   Output: development of a generic model for emergency employment response and produce guidelines, technical documents and training materials – Philippines specific

## Budget

At the time of developing the proposal with local partners and AusAid, the Manila office of the ILO secured initial funding from internal ILO sources amounting to USD 230,000. This enabled the work to start with local partners prior to the transfer of budget from AusAid and signalled ILO's commitment to a livelihood centred response to the Sedong Typhoon. AusAid provided a budget of AUD 1,250,000.

## Features of the project

What is significant about this project is that it encompasses not only the rapid response in terms of cash for work, but leads directly to training and employment in construction during the recovery phase. The project also allows for the capturing of experiences and a distillation of results and lessons learnt to form guidelines specifically designed for the Philippines.

A second noteworthy aspect, which will be examined in more detail below, is the variety of partners and the complementarity of the inputs from various actors into the chosen sub-projects. Some of the partnerships are based on the trust and cooperation built up

in previous post crises and development work.

All agreements were made using the ILO standard service contract. The money was disbursed in tranches, and each tranche could be retired once 75% percent was spent and the next tranche applied for.

Food for work was not considered as food was being provided to IDPs and the markets were functioning and food available.

## 5.16 Project component a) Rapid Employment Impact and c) Disaster-resilient livelihoods and employment recovery response

Below are examples of the agreements used for implementation of sub-activities. The list is not exhaustive, as many more sub-activities were undertaken. The cases elaborated below, seek to demonstrate the different partnerships and options for cooperation.

### Examples of the cash-for -work arrangements

**1. Government Partners**

Cagayan de Oro and Iligan were two of the worst affected areas in the wake of Typhoon Sendong. The Department of Labour and Employment (DOLE) at national level approached the ILO for support to do CFW in the affected area. The DOLE office for region 10 (Northern Mindanao) then prepared a proposal for CFW in partnership with the ILO. They were supported in the sub-project preparation by ILO staff members.
Inputs: ILO's budget contribution (funded by AusAid) was for the wages, safety clothing and health insurance which totalled USD 89,678. DOLE budget covered hand tools and gumboots and totalled USD 10,638. This budget covered several sub-activities, which were separately designed and implemented.

Hidden costs not included in the budget:

- Supplying of heavy equipment arranged by DOLE through the Local Government Units/City planning and development offices,
- Salaries of the various government support staff – technical and administrative,
- Use of vehicles,
- Provision of local office space for the ILO by DOLE.

Roles and responsibilities: Through local offices, DOLE carried out a profiling of crisis affected people who were seeking work. This identification was supported at village level through the evacuation centres and in coordination with the Department for Social Work and Development (DSWD). The data was then validated through cross-reference

to data available from the Public Employment Service Office (PESO).[68]

The main criteria for participation in the CFW were:

a. Members of families wholly or partially affected by the crisis
b. The family is poor
c. The selected workers have no alternative work opportunities

The ILO agreed the selection criteria, but had no role in the identification of the beneficiaries.

The role of DOLE was to hire the workers, supervise the work, make the payments and provide documentation of the progress and payments. The role of the ILO was to coordinate the separate sub-projects and monitor all aspects of the works (e.g. technical quality, wages, health and safety, and all other aspects of decent work).

On site, the workers were organised in groups of ten with a working team leader.

Sub-Activities: Much of the work was centred on the clearing/ de-clogging of drains and drainage channels. On one relocation site slope protection through benching of the slope was identified as an urgent need, and thus chosen as an activity.

Although included in the ILO budget, DOLE was responsible for the arranging of the health insurance.

Photo of de-clogging work – Photo: Project report

Future: In some of the project areas, the local government supervisors and engineers have been asked to identify good workers so that they can be recruited for the government's own works. The involvement in the CFW activity will thus lead to more permanent employment for some of the participants.

**2. Civil Society Partners**

In addition to the agreements signed with government, the ILO also formed partnerships with civil society organisations. This proved to be very effective and increased the number of beneficiaries reached. The main beneficiaries were assisted with temporary employment, and others benefited in terms of shelter and improved schools for children in re-settlement areas or typhoon affected areas.

68 See section 4:10 for brief information on the assistance with workseekers data-base

### Partner Organisation: Rotary Club of Cagayan de Oro

The ILO worked in partnership with the rotary club on an original sub-activity which once successfully completed led to a second agreement and a continuity of work for the selected participants.

**(i) Sub-activity: Work for unskilled labour for the construction of five quadruplex units and completion of an additional five quadruplex units through a hands-on site mentoring by skilled workers**

The quadruplex units (four family units in one building) were built at the government's resettlement site at Indahag. The work on the ten quadruplex units was carried out by workers from families that were being re-settled. Skilled workers provided by Rotary trained the unskilled workers in construction and installation techniques under a mentorship arrangement. With the completion of the first works and the training, the trainees organised and registered themselves as a rural workers group (RWG), thus achieving a legal status which would allow them to operate as a community contractor.
Inputs: ILO provided a budget of USD 10,532 to cover the casual labour wages, protective clothing and insurance cover. The budget also allowed for the employment of a progress monitor, documentor and a site nurse. All of these items and personnel were paid for and managed by the rotary club. 87% of the total was paid in workers wages including the three site staff.

The rotary club provided T-shirts, banners, administrative and logistical support, site supervision, light equipment and all construction materials. Part of the site supervision was the provision of skilled workers to act as mentors to the unskilled workers.

**Roles and responsibilities**: The rotary club were responsible for the entire implementation. The ILO project employed an engineer to check technical proposals and provide technical supervision for all sub-activities in the city on behalf of the ILO.

**Work beneficiaries**: 60 typhoon affected women and men 1680 workdays plus temporary site staff.

**Non-work beneficiaries**: 40 families (roughly 200 persons) who were provided with housing units in the resettlement area.

**Training**: Construction skills were gained through mentorship and on-the-job training.
Future: Continuity in the partnership and in employment opportunities for the trainee workers continued through cooperation on a second sub-activity – see below.

**Remarks**: This sub-activity managed to address the needs of the affected population on many levels:

(i) provision of permanent shelter
(ii) provision of temporary employment
(iii) transfer of skills through on-the-job training
(iv) opportunity for workers to form a community contracting organisation to enable longer-term employment

The city Government owns the resettlement land. The department of Public Works and Housing (DPWH) and the Local Government Unit (LGU) are collaborating in the construction of roads and other amenities in the relocation site. Other organisations are involved in the construction of a total number of 1000 housing units in this area. The ILO involvement in the construction work was therefore within a legal framework for the allocation of the land for resettlement.

Completed units – photo- Project report

**(ii) Sub-activity: Indahag Government School Improvements: boundary walls.**

The school serves a catchment area that includes children whose families have been re-settled in the quadruplex units. The school was in need of a boundary wall to safeguard the premises and ensure the safety of the increased number of pupils. As shown above, the Rotary club of Cagayan de Oro had already collaborated with the ILO in the construction of 10 permanent quadruplex units at the city's permanent resettlement site in Indahag .

As the work on the school wall was the first trial of the RWG's newly acquired skills and their planning and implementation ability, it was decided that a labour only contract would be appropriate. The Rotary Club who would manage the sub-activity and support the RWG in their implementation.

**Input**: ILO provided a budget of USD 28,121 for all the materials and wages. In this sub-activity ILO provided the total budget, and chose to continue the successful partnership with the rotary club.

**Roles and responsibilities**: The rotary club were responsible for the entire implementation including liaison with the school authorities. They also continued to provide site supervisors and a limited number of skilled workers as mentors. The ILO project employed an engineer to check technical proposals and provide technical supervision for all sub-activities in the city on behalf of the ILO.

**Work beneficiaries**: 40 workers for 38 to 40 days (1542 workdays)

**Non-work beneficiaries**: 2000 pupils and staff of the elementary and high school

**Training**: Although the skills training had been completed under the previous project mentorship and the honing of skills continued during these works.

**Future**: Several members of the rotary club have construction companies and have expressed their willingness to continue working with the newly formed RWG in further private or government construction works.

**Remark**: Although the Rotary club had no further funding to offer for this sub-activity, their organisational strength, construction expertise and the availability of skilled supervisors and mentors meant that they were an obvious choice for a continuation of the cooperation with ILO. They also demonstrated a good level of commitment in their relationship with the RWG.

The rotary club managed to pay the workers every week on time, even if they were behind in the retiral of the tranches. This ability to cover cash flow difficulties made them an ideal partner where workers need immediate and regular payments.

**(iii) sub-activity: Repair/reconstruction of one classroom and construction of a drainage system at Balulang Elementary and High School**

The IDPs working on this school project were originally from the area but have been relocated 5 km away. The rotary partner was the rotary club for the Bay Area, Cagayan de Oro.

This group of workers had previously only worked on de-clogging and had therefore no specific skills training and no mentorship arrangement. With this project the workers (some of whom already had skills (e.g. the worker group leader was a carpenter), now could improve the number of skilled members through on-the-job training and mentorship.

Engineer provided by Rotary, discusses the casting of concrete drain covers with workers as part of the skills training and quality control - photo JT

**Inputs**: ILO provided a budget of USD 16,013 for the materials, wages, protection and safety of the workers. In this sub-activity ILO provided the total budget, and chose to partner the rotary club based on previous good experiences of partnerships with rotary clubs. This budget comes directly from the ILO as part of their contribution to the mainly AUSAID funded project.

**Roles and responsibilities**: The rotary club were responsible for the entire implementation including liaison with the school authorities. They also provided engineers, site supervisors and a limited number of skilled workers as mentors. The ILO project engineer checked the technical proposals and provided technical supervision as for the other sub-activities in the city.

**Work beneficiaries**: 30 workers for 25 days (750 workdays)

**Non-work beneficiaries**: pupils and staff of the elementary and high school

**Training**: Mentorship and skills transfer through on-the-job training.


Start of shelter construction – photo Project Report

**Future**: The workers have formed a RWG and the members contribute 8% of their earnings to the group so that the organisation can cover expenses and have a reserve for sick members. The members number 30 at the moment but others are interested in joining. All members are insured for

2012 as a result of their previous involvement in de-clogging activities.

### Partner organisation: Pailig Development Foundation Inc. (Area-based NGO) Iligan and IOM

**(i)Sub-activity: To alleviate the suffering of IDPs living in tents by providing them with better temporary accommodation. Bunkhouse construction 10 units of 10 houses for 100 displaced families and to provide cash for work opportunities for 115 IDPs.**

**Inputs**: The ILO budget was USD 13,247 to cover the skilled and unskilled wages, protective clothing, insurance, site nurse, monitor and documenter

**Roles and responsibilities**: The IOM and the Pailig Development Foundation approached the ILO for assistance to construct the bunkhouses. The contact was established through the Iligan Livelihood Cluster (of which the ILO was an active member). The responsibilities were split in the following manner:

(i) IOM would provide the construction materials, standard design and engineering supervision and select the workers together with Pailig Foundation.
(ii) The Pailig Foundation would take care of all administration and finance for the sub-activity
(iii) ILO would provide the budget for the skill and unskilled workers and monitor to ensure decent work standards

**Work beneficiaries**: 115 workers received 15 days of temporary work giving 1725 workdays. 60% were skilled and 40% unskilled workers with 5% women among the unskilled.

**Non-work beneficiaries**: 100 families (500 persons) with a much better standard of temporary accommodation

**Training**: Mentorship and on-the-job training meant that there was a transfer of skills to non-skilled trainees. In the picture on the previous page, the trainees are in blue T-shirt and the skilled mentors in grey.

**Future**: A second contract was signed by the ILO and Pailig Foundation for the de-clogging of drains and the clearing of pathways in Baranagy San Miguel, Iligan City, with an ILO budget of USD 9,287.

**Remarks**: Workers have started organising themselves into a RWG to enable them to undertake small contracts independently

## Partner organisation: Kagayan Evangelical Disaster Response Network (KEDRN)

**(ii) Sub-activity: Skills development scheme through the preparation, pre-fabrication and installation of lofts.**

The houses provided to the IDPs at the Calaanan permanent relocation site in Cagayan de Oro have a floor area of 21m². The average size of family is 5. In some cases immediate family and in-laws are sharing one house. The houses were constructed with fastenings for the addition of a floored loft to provide additional space. At the time of constructing the houses, there were insufficient funds to provide the intended lofts.

This project provided the intended lofts for 69 houses. The provision of lofts provided simultaneously skills training opportunities and temporary employment.

**Inputs**: The ILO budget was USD 5,475; KEDRN contributed USD 6,120 and had previously secured support from international NGOs amounting to USD 24,435.

The ILO budget covered the wages, protective clothing and insurances for the workers. KEDRN provided the factory building, tools, utility costs for the fabrication, and top up wages for the two instructors. The international NGOs provided the building materials.

**Roles and responsibilities**: KEDRN was responsible for the identification of the beneficiaries, and the entire implementation including the safety and protection of the workers and arranging for their insurance. ILO provided technical, progress and decent work monitoring.

Poster illustrating a finished loft and the number of partners involved – photo -JT

**Work beneficiaries**: 2 batches of 18 people (women and men) with a combined 960 workdays.

**Non-work beneficiaries**: 69 families (345 individuals) provided with additional space and therefore better quality housing

**Training**: 6 trained workers (IDPs) with skills to continue the constructions of the lofts and undertake similar works. In the picture the instructor is wearing a black shirt and the workers/ trainees are wearing blue

Carpentry workshop with trainees and instructors – photo JT

**Future**: At least 50% of the trainees will be employed in continuing the loft production for up to 8000 houses. It is hoped that more of the trainees will be retained depending on demand and funding.

26 year old Silveria was relocated to the Calanaan settlement after Typhoon Sedong, and had no work. She had joined the scheme to build the lofts and had received training in planing, sawing and jointing timber. She confirmed that she had worked 24 days and had been paid three times (at the end of each week). The wage rate was Ps 215 – approximately USD 5. She was part of the second batch of trainees and hopes to be able to continue with the fabrication and installation of lofts if funding is available.

**Remarks**: Street vendors were relocated after the floods to an area at the edge of the city. Therefore KEDRN investigated which skills the displaced people wanted and combined their skills needs with the loft production. This resulted in training in carpentry and electrical installation for both men and women. The training was done in two batches of 18 people each.

ILO's contribution paid for wages but also ensured that decent work standards were adhered to during the implementation

### Examples of the number of workdays per construction task, derived from the various sub-activities above

**Drainage clearing**

- Open Canal, Concrete or concrete block lined - 8.44m/workerday (wd)
- Open Shallow Canal, Earth lined, waste water - 2.08m/wd
- Buried pipe waste water drains with manholes - 3.11m/wd

**Construction**

- Excavation for foundations - 2 wd/m $^3$ or 0.5m$^3$/ wd
- Placing reinforced concrete foundation - 10 wd/ m$^3$
- Reinforced concrete posts (reinforcing plus formwork plus concrete pouring) - 129/352 = 2.7 wd per post
- Block wall construction - 0.68m$^3$/wd or 1.5wd/m$^3$
- Plastering - 3m$^2$/wd or 0.33 wd/m$^2$

**Wage levels**

For the CFW activities, it was agreed by Government and all agencies to pay 75% of the minimum government casual labour wage. This was equivalent to or in some cases above the local private sector wage. Once the work moved to reconstruction and recovery, the wage rate increased to the government service minimum wage level.

## 5.17 Project component b) Livelihood Cluster Work and Assessment of Damages and Losses

ILO has participated in the needs assessments. Given that the ILO has a strong presence nationally with experience in working with local government and non-government partners, the team are able to access known sources of information such as village (lowest level of government) mapping and DOLE / PESO data. Sometimes local knowledge can be overlooked in the rush to react to a crisis, but partnership and information sharing have proved to be a very good basis for cooperation in the work in the Philippines. Specific area livelihood damage assessments have been carried out under this project by Capitol University (CdO) and Mindanao State University – Iligan Institute of Technology (MSU-IIT). ILO is also active in the local Livelihood Clusters:

**Livelihood Cluster in Cagayan de Oro City**

- Lead is the Community Improvement Division (CID) of the City Mayor, DSWD had formerly this function
- ILO is co-Lead
- Focal Person and Champion is a Councilor who is Chairperson of the Social Services Committee of the Sanguniang Panglungsod responsible for livelihood recovery

**Livelihood Cluster in Iligan City**

- Lead is the DSWD with Secretariat services provided by the Cooperative Development and Livelihood Office (CDLO)
- ILO is co-Lead
- Focal person and Champion is a Councilor who is Chairperson of the Livelihood Committee of the Sanguniang Panglungsod

## 5.18 Project component d) Mainstreaming Lessons Learned and Development of Guidelines and Technical Manuals

Work is in progress on the development of a guide based on the experiences from 2008 to date. Every project component and experience is being carefully documented so that future project design and organisation can profit from the lessons learned. Already the project has used the experiences to work on an outline methodology for the preparation and implementation of CFW. This still needs refinement and further development work.

### Step by Step Cash-for-Work (CFW) Methodology – ILO Philippines

1. Organize the CFW management team consisting of an overall coordinator and at least two monitors.
2. In coordination with appropriate agencies, cluster and local government units, identify and prioritize sites for labour-intensive CFW initiatives.
3. Through public dialogue , create an official database and in consultation with the village government, identify and rank qualified workers for the CFW project making sure that only one member from a household is hired.
4. With item 2 determined, estimate the number of workers and days it will take to do the job.
5. Meet and orient the workers, organize them into groups of 10-15 people, provide personal protective gear, tools (where necessary) and insurance coverage.
6. Implement the CFW project, conduct daily monitoring of progress and take note of the individual performances of the workers.
7. Ensure that the workers get paid on time using accepted wage rates.
8. Where appropriate, conduct awareness raising/advocacy activities to enhance the workers' knowledge and awareness of livelihood opportunities, practical and life-long skills, risk reduction, preparedness and climate change adaptation options.
9. Once the CFW is finished, keep the list of workers indicating how well they performed for possible involvement in a longer-term livelihood recovery action.
10. Conceptualize on possible community-led local resource-based livelihood recovery development options.

## 5.19 ILO response to the damage caused by west monsoon (Habagat) 2011-2012

In August of 2012 the south west monsoon (Habagat) brought intense rain resulting in flooding and damage in the National capital, Central Luzon and Calabarzon Regions. The intense rain caused the Marakina River to overflow damage many of the same places affected by the 2009 Ondoy floods. In response to DOLE's request for assistance, ILO mobilised USD 50,000 to support CFW projects in the 3 regions. The project was designed to create 6,480 workdays of temporary employment. Each region was provided with a third of the funding.

### Example of a sub-activity

De-clogging of Lateral tributaries and canals of the Matikina river covering 3 Villages (Nangka, Tu mana and Malanday).

**Inputs**: ILO provided a budget of Php 675,000 for wages. DOLE provided counterpart funding of Php 50,000 for a one-day orientation course for staff and beneficiaries, and the local government provided Php. 1.8 million in value based on the provision and fuelling of dump trucks, provision of handtools, protective clothing, insurance cover for the workers and supervision. (Total value of inputs is approximately USD 59,600).

**Roles and responsibilities**: DOLE was responsible for the overall management and implementation under contract with the ILO, including identification of the beneficiaries and the prompt payment of salaries.

**Work beneficiaries**: 150 workers for a total of 2250 workdays

Melvin, 19 years of age is unemployed after dropping out of college because of financial difficulties. He is happy to have the temporary work and would be interested in skills training.

Lina 59 said that the poorest in the community had been targeted and that she was happy to have work as an operator of the drain dragging machine. She will use the money she is earning to do some repairs to her house.

**Remarks**: Even although this is a straight forward CFW activity, the cost of providing trucks and fuel, handtools, safety equipment and insurances means that the actual wages paid to the workers is about 27% of the total budget. All areas and drains to be cleared are agreed with the local government office and recorded on maps of the Village.

Local government truck collecting waste material from the drain cleaning to take to the official dump site – photo project report

## 5.20 ILO response to the damage caused by typhoon Pablo 2012-2013

Typhoon Pablo (international name Bopha) is the second strong typhoon that has hit Mindanao almost exactly one year after tropical storm Sendong (Washi) hit the cities of Cagayan de Oro and Iligan on December 16-17, 2012. In this case the hardest hit areas were Compostela Valley and Davao Oriental.

ILO immediately responded with CFW and funding has been made available to continue with this continue this work. For the families affected by the typhoon, long-term support may be necessary as many are coconut farmers and the coconut trees have been destroyed. Alternative sources of income will be needed for a considerable time and / or retraining with skills for new occupations and income generating opportunities.

Palm trees destroyed by the typhoon - photo-project report

Debris Clearing in Bagana, Davao Central, January 2013 – photo - project report

## 5.21 Lessons learned from the Philippine experience

Through strategic partnerships and careful implementation with regards to decent work standards, CFW has been made available to many victims of recurring crises. Below are a few of the lessons learned:

I. Prompt reporting and retiring of tranches is needed so that the next tranche of money can be processed. The tranches can be retired after 75% is spent and the next tranche applied for. Sometimes delays occurred in this process and the workers had to wait longer for their wages than was desirable. Even where everything works smoothly, there is a minimum turn around time needed for gather the attendance sheets, reporting the progress, and submitting to the ILO office for processing and issuing of the next tranche of money. This makes wage payments on a weekly basis very difficult. The weekly payments worked best where partners had resources to bridge any cash-flow gaps.

II. More people were seeking work than the number of opportunities available. Also the number of days was limited to between 15 and 40 per sub-activity and the number of workers was chosen to complete the works within the set number of days. In some cases where the demand outstripped the supply of jobs a rotation system might have been preferred by the community to provide more people with the opportunity to earn income. The originally selected workers were ensured under their names and the minimum period for insurance is one year. The costs and complexity of insuring multiple teams of workers was impracticable. Where training is part of the work opportunity too rapid a rotation would also have a negative effect on the acquisition of skills.

III. In general the projects exhibited a very high standard of compliance with the issuing and use of protective clothing, ensuring women and men had access to work and to training. On some projects local government staff was inclined to keep to a minimum the tool supplies and sometimes also reduced the amount of protective clothing, preferring to increase the scope of the sub-activity. The ILO monitoring discouraged this practice, but giving responsibility for the budget and procurement of tools and safety wear to partners means that all levels of these organisations need to be aware of the importance of health and safety measures. Although not always spelled out in each agreement, nurses were employed on site from the project budget to ensure correct first aid could be immediately delivered in the case of any accident or sudden illness.

## 5.22 Conclusions

The ILO has been sought out as a partner by organisations (government and non-government) which had positive experiences of working with the ILO or had access to resources such as materials and technical expertise, but did not have additional funds for wages and worker protection and safety. Thus win-win partnerships were established through the sharing of knowledge and resources to provide CFW with a strong decent work emphasis. Through the technical support of the ILO the use of task and piecework payments were introduced and workers were encouraged to form Rural Worker Groups so that they could access work from the local village council and the private sector. The sums of money involved may seem small in comparison to large infrastructure projects, but the value of the partnerships based on mutual respect and the synergies established are of immense importance given the continued need for mitigation measures as well as crisis response.

Through partnership with local civil society organisations, the ILO was able to promote training and skills acquisition during the works and maximise the use of local resources

and expertise. The second benefit of working with local organisations is that they are in a good position to offer continued employment to at least some of the beneficiaries within their own private companies or government projects. As mentioned in the introduction, multiple contracts with the same organisation allowed not only for continuity but for a transformation from simple CFW to more challenging construction activities.

From the budget split it can be seen that once the construction work is in progress the amount of budget that is required for materials far exceeds the amount paid in wages. Where the accent is on rapid employment creation, creating partnerships with organisations which have their own resources can lead to an increase in the proportion of the ILO budget spent on wages.

One aspect not to be underestimated is the amount of time and effort needed to identify partners and sub-activities and to make agreements for reasonably small sums of money. This having been said, small projects reach the intended beneficiaries on a scale that is suitable for sustainability at local level.


Women operating a dragging machine for clearing drains while another worker loads the waste onto a wheelbarrow for transporting to the collection area where t will be collected by the local government truck for taking to the official dump site – photo-project report

# 6

# Emergency response to recovery and development


# Emergency response to recovery and development

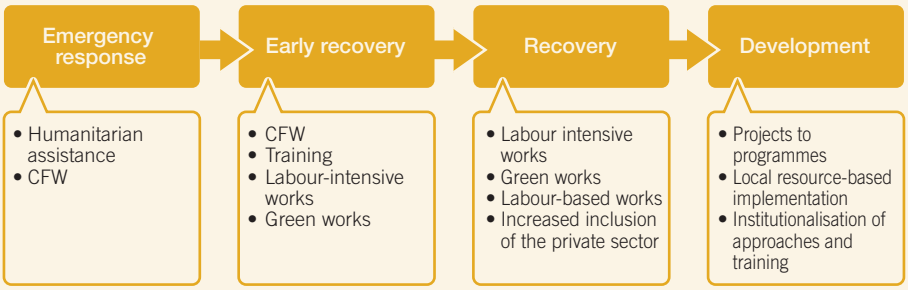
## 6.1 Employment in infrastructure in a post disaster context

Not only in emergency response, but also in early recovery, recovery, and in a return to development, infrastructure and other community works can provide opportunities to improve the affected area and provide much needed employment.

- Emergency response and early recovery: Immediate clearing and cleaning of affected areas as part of early recovery (cash for work and food for work).
- Early recovery and recovery: Improving environmental protection and rehabilitation of fragile environments (green works)
- Recovery: The rebuilding and improving of infrastructure assets over a longer recovery period leading into a return to development approaches (Implementation of organised labour-based works and sustainable maintenance)
- Recovery: Increased implementation of local resource-based public works and involvement of the private and public sectors (Contractors and relevant government ministries)
- Development: Capacity building in partnership with national institutions and for national programmes and departments within ministries and the private sector. The institutionalisation of programmes working together with communities as implementing partners. Building on the CFW experience to develop employment guarantee schemes where the need for such schemes has been established.

Definitions of labour intensive and labour based technology and of a local resource based approach have been provided in section 1.3

**Figure 6.1.1 From emergency response to development**




There is a need for a seamless connection between the emergency relief, early recovery, and recovery leading into the resumption of development programmes. The establishment of basic principles from the start of CFW, that can be broadly applied to produce the best results, makes for a smoother transformation from CFW to LB to LRB programmes. The recovery period can vary from location to location and there will be an overlap in CFW and LB activities. If the implementation principles have been established at the start it will also enable different programmes to work alongside each other more easily.

In the immediate aftermath of a disaster or other type of crisis, depending on available funding, emergency and temporary job creation schemes focusing on basic community or public works (debris cleaning, repairing roads, repairing embankments, cleaning the streets, etc.) are the best solution for quick income recovery support. This approach may be accompanied by the introduction of employment-based methodologies in the reconstruction works. International experience shows that getting people back to work as soon as possible helps survivors cope with disaster induced trauma, especially the loss of family members. Involvement of survivors in productive activities represents a form of therapy while restoring dignity, self-esteem, respect, and hope.

Opportunities for income generation through community and public works programmes will provide temporary (and permanent) jobs for those who are able and willing to work. However, these measures need to be complemented, by activities that promote and facilitate increased use of the local private sector in the construction industry. For instance, public rehabilitation works on roads and the associated structures (bridges, culverts and drainage channels), irrigation systems, and small-scale public buildings can be implemented by the use of local small-scale contractors.

Experience suggests that the use of local small-scale contractors can be very cost effective, as they are most likely to practice employment-intensive techniques combined with local resources, thereby generating a multiplier effect for the local economy. This is then leading towards a local resource based approach (LRB). Training and capacity building for the private sector is often needed and also for the ministry staff in the preparation and management of LRB works.

Another aspect which is of importance is the preservation of the improvements which have been made either through CFW or LB or LRB works. Often considerable sums of money are invested in repairing and improving infrastructure in the aftermath of a crisis and if maintenance is not addressed then the assets created may simply disappear within a very short period of time, and the communities using the roads, irrigation schemes, etc. will not continue to benefit from them.

## 6.2 The transition from CFW through to development

### 6.2.1 Government / local planning and "gap filling"

Part of the transition process is often the transfer of responsibility away from the ministry or agency tasked with disaster response back to the responsible line ministries and local governments. Although the local authority will have been a leading partner in the planning process as will have various communities, the targets and aims of the emergency planning process may not coincide with the normal planning processes. For example within one district or province there could be areas affected by a disaster and areas not affected. Although the support has been provided to the affected areas, as they recover, the district or province need to return to planning as a whole and balancing the needs across the whole area under their responsibility.

Through infrastructure assessments, the gaps in the disaster affected areas which have not been addressed will be highlighted and these gaps can be then priorities for continued investment, as well as catering for the needs in areas outside the disaster affected zone.

A major challenge that the local authorities (and communities) may face is the planning and budgeting for maintenance of improved infrastructure.
If CFW and LB activities have been well organised and have delivered economic and quality infrastructure, then there will be opportunities to continue the provision of employment through LRB programmes. The better organised, and technically sound the approaches have been during the emergency response and the recovery phase, the greater are the chances are that the government will be interested in continuing

with such approaches. In some countries the LRB approaches will have been present before the emergency and therefore they will continue afterwards as well, but the good reputation needs to have been safeguarded.

**Indonesia**[69]: The road sector was one of the worst affected sectors by the Tsunami (December 2004) and there was a continued need to restore the road network in many parts of NAD and Nias. The UNDP/ILO Project "Creating Jobs: Capacity Building for Local Resource-based Road Works in Selected District in NAD and Nias" (March 2006) was formulated in consultation with Rehabilitation and Reconstruction Agency (BRR) and district governments in Aceh and Nias. The project aimed to strengthen the capacity of local governments in Aceh and Nias in their management of infrastructure investments in support of employment creation and economic growth. Specific project goals are to, as per the following:

- capacitate district government and small-scale local contractors in undertaking local resource based road works;
- provide the techniques, standards, systems and strategies for this approach; and
- involve the local communities in the provision and maintenance of district and other rural roads.

As is demonstrated in the box above, already 12 months after the Tsunami, the project was designed to build capacity in government and the local construction industry to carry out LB works.

### 6.2.2 Expansion of training programme

In emergency situations, rapid training is carried out to ensure that people have the minimum skills required to be able to participate meaningfully in the clearing and reconstruction of houses and infrastructure. This type of training is not usually recognised by local institutions or educational bodies. It is a quick solution for a pressing need. Part of this training is in the fair and efficient management of people.

For the continuation and institutionalisation of the LRB approach, capacity building must progress to address the longer-term needs of communities, contractors and government departments. Once international / national assistance in infrastructure ends, works will most likely be undertaken by local contractors. These contractors may need technical support and training. This cannot be developed in a short timeframe, and therefore needs to be addressed during the recovery phase to ensure that there is a smooth transfer once the reconstruction stops and normal development continues.

69 Project Document: Creating Jobs: Capacity Building for Local Resource-based Road Works in Selected District in NAD and Nias, UNDP/ILO 2006

Sufficient attention also needs to be paid to the training needs of local contractors for their business management.

### 6.2.3 Reassessment of technical standards

Under CFW roads may have been cleared and drains/ side ditches re-opened. Roads may also have been built to earth standard or gravelled. However, even where these are an improvement, they may not conform entirely to the local authority standards. During the recovery phase and the works need to be carried out to standards agreed with the local authorities. (If communities are going to be responsible for the maintenance, there is often a need for a reality check to ensure that the district or municipal standards are not unrealistic for community roads). The following improvements could be considered at this stage (these will vary from country to country and region to region):

Table 6.2.3: Standards

| Type of Infrastructure | CFW standard | Recovery/ Development standard |
|---|---|---|
| Roads | cleared | constructed with proper camber and drainage |
| Roads | earth standard | provided with a gravel or sealed surface |
| Roads | gravelled | provided with a sealed surface |
| Irrigation / ditches / drains | unlined | lined |
| Temporary channel/ stream crossings | tree log | steel / concrete slabs or properly preserved timber |
| Irrigation | soil damming | irrigation distribution structures such as gates |
| Water supply | unprotected intakes | protected intakes |
| Water supply | | preservation of water catchment area |
| Reforestation | difficult without source of seedlings | nursery or source of seedlings |
| Debris clearing | clearing and removal | community-based solid waste management linked to local authority waste collection |
| All infrastructure | | maintenance planning and implementation |

### 6.2.4 Division of community contracts and private construction industry contracts

From CFW through to development, use can be made of community contracts. However it is unrealistic to expect that all works can be tackled by communities. Generally, it is recognised that communities can implement labour-based works where there is little need for specialised equipment or specialised technical knowledge. For

example: simple masonry works, clearing of rights of way, earth and gravel road construction, lining of drains etc. However, usually the local construction industry is better placed to undertake large concreting works, road surfacing, road bridge works. (There are exceptions to this such as the sealed surfacing work carried out by communities under contract on Nias island, Indonesia).

Where public works have been implemented as part of the employment creation strategy in the aftermath of a crisis, then it is more likely that either a force account system has been used (implementation directly by government or a government programme or a development agency). In some cases there will have been the involvement of private contractors. In either case this system and implementation may be improved through carrying out a training needs assessment followed by capacity building measures.

Communities are the direct beneficiaries of the infrastructure in their area and are therefore well placed to participate in the maintenance. If the works are on a public road, major irrigation channel, or large municipal drain, for example, then the maintenance work must be paid for. Even where the infrastructure is community owned, fund raising to pay for maintenance may be the best option. Care must be taken that if this is done on a non-paid basis, it is the actual beneficiaries that maintain the infrastructure, and that the burden is fairly shared.

Example of temporary crossing-photos
Photos - PT. ILO report

Construction of final improved crossing
Photos - PT. ILO report

### 6.2.5 Green jobs

Green jobs can be defined as economically viable employment which reduces environmental impacts to sustainable development. Post-disaster approaches focus on the development, reconstruction and improvement of productive and social infrastructure and the protection of natural resources.

Dealing with environmental issues is seldom an immediate priority of those affected by a crisis. Food, drinking water, and temporary shelter are far more pressing needs. However as soon as early recovery begins, the question of "building back better" needs to be addressed and mitigating actions to reduce the dangers from future natural disasters. There are two separate but related actions that can be taken:

i. In the design and construction of buildings and infrastructure increased stability and resistance to the effects of natural disasters such as flooding, tsunami waves, and earthquakes are included. In other words the reconstruction includes the climate proofing of all schemes and structures.

ii. The design and implementation of environmental protection activities such as river and coastal flood protection, erosion protection, and reforestation to halt or reverse environmental degradation.

**Nepal**: Under the umbrella of the local economic development project (EmpLED) that was implemented in two districts of Nepal, key sectors selected for infrastructure investment were rural roads and water supply. In the design and implementation of the interventions environmental protection measures were applied. The environmental protection procedures were carried out according to the Nepalese guidelines previously developed with ILO support.

## 6.3 Achievements

There are many illustrations of how initial CFW has led on to rural and urban infrastructure rehabilitation projects using labour-based methods.

**Cambodia**[70]: Since 1992, the Labour-Based Rural Infrastructure Rehabilitation Project in post-conflict Cambodia has provided local workers with over 4 million paid workdays (50 per cent of which for women) and trained hundreds of managers, private contractors and government staff. It rehabilitated over 600 kilometres of rural roads, 80 bridges, 450 culvert crossings and 25 irrigation water-gates. It also cleared and made accessible the 1,200 years old Angkor Wat, the world's largest temple complex on UNESCO's World Cultural Heritage list, thereby promoting tourism.[71]

70 ILO/Crisis Fact Sheet: Labour-based infrastructure reconstruction, ILO May 2003

71 To be up-dated

Below is an example of the implementation of a project that started with debris removal and immediately continued on with reconstruction of roads. This project was the forerunner of the project illustrated in the box in section 6.2.1. The successful implementation of this project led directly to the preparation and continuation of the "Creating Jobs: Capacity Building for Local Resource-based Road Works in Selected District in NAD and Nias" Project.

**Indonesia**: Labour Based Infrastructure Rehabilitation and Reconstruction Project (LBIRR)[72]: Debris Removal Supervision Labour Based Training Rural Road in Aceh

As of February 2005, ILO started emergency activities in Aceh that were concentrated partly on the rehabilitation/reconstruction of rural roads, and their associated structures, and partly on labour based debris removal. Complementary activities were started in March, with the longer run perspective that these would contribute to the restoration of livelihoods at local level

(i) through an improved capacity of the local population to partake in the restoration works through rapid training,
(ii) through the increased use of local labour in such restoration works by enhanced the use of LB techniques, and
(iii) ultimately through the improved accessibility in support of the sustained and efficient reconstruction works by the created assets.

As the number of different activities grew and new resources became available from Sida, UNDP and internally from the ILO, an integrated project emerged - "Labour Based Infrastructure Rehabilitation and Reconstruction Project", which comprised the following activities:

(i) basic concrete and masonry works crash-course for Internally Displaced Persons (IDP) as well as for the implementing agencies on construction of shelters/houses;
(ii) labour based debris removal for supervisors of Cash for Work schemes crash-course for an implementing agencies;
(iii) local capacity building through assessments, awareness raising and development of strategies to create conducive environments and capacity (of the local government as well as small scale contractors and communities) to participate in the planning and implementation of the rehabilitation of exiting rural roads and maintenance;
(iv) advocacy and development of (local) partnerships with the government, universities international agencies and donors, and participation in local and national task forces associated with the development of Government strategies and master plans.

Capacity for CFW: 198 people were trained, for a variety of agencies and organisations, in debris removal organisation and supervision of which 62 were women. Capacity to take part in rebuilding houses: 398 people attended rapid training courses, almost all were men. In the later phase of the project, basic training for labour-based works was provided to 62 technical staff from the private and public sectors

72 Pisit Tusanasorn, Progress Report, Labour Based Infrastructure Rehabilitation and Reconstruction Project (LBIRR), ILO,2005


Post-crisi rapid training, Indonesia – photo PT


Post-crisi rapid training, Indonesia – photo PT

## 6.4 Conclusion

Where well prepared, and managed CFW projects have been successfully delivered, there has been a recognition of the ILO's expertise in responding to a crisis, but also in laying the foundation of something more lasting and sustainable which can lead to longer-term employment opportunities.

## 6.5 References

*ILO/Crisis Fact Sheet: Labour-based infrastructure reconstruction, ILO May 2003*
*Pisit Tusanasorn, Progress Report, Labour Based Infrastructure Rehabilitation and Reconstruction Project (LBIRR), ILO,2005*
*Project Document: Creating Jobs: Capacity Building for Local Resource-based Road Works in Selected District in NAD and Nias, UNDP/ILO 2006*

# Annexes

## Annex 1: -Tasks and operations

The tables presented below are for labour-based construction works. They are calculated based on several assumptions:

(i) The work is well designed and planned
(ii) The supply of handtools is optimal in terms of numbers per worker, and their quality is appropriate for the tasks to be carried out
(iii) Transport for haulage and support equipment is available
(iv)The workers are fit and living a normal life without recent trauma or loss of assets

These conditions will not necessarily apply to CFW where due to considerations of trauma, health and fitness, the availability of tools and equipment, and the need for participants to spend part of the day on other personal activities, all may combine to reduce the amount of work that can be achieved. In such circumstances the task rates will also need to be reduced. The tasks that a worker can complete in one day vary from country to country and also from region to region. They can also vary depending on the amount of experience the workers have had with this type of work. Therefore the tables in this annex provide a range of outputs per workday, from which the project designer can choose, based on the local situation.

What ever the local circumstances are, CFW should never be reduced to a make-work project where people are paid merely for attending. No matter how minimal, tasks need to be allotted and completed.

Table: Roads[73]

| Operation/ activity | Output per day | Required manpower | | Tools required |
|---|---|---|---|---|
| | | Worker | Supervisor [74] | |
| ***Clearing and grubbing*** | | | | |
| Bush clearing (light) | 80 - 250 m² | 1 | 1 | Bush knife, grass cutter |
| (medium) | 40 -125 m² | 1 | | |
| (dense) | 20 - 60 m² | 1 | | |
| Grubbing (grass root removal) | 30 - 100 m² | 1 | | Hoe, mattock, wheel barrow, shovel |
| (top soil removal) | 1.5 - 3 m³ | 1 | | |
| Boulder removal (loose) | 75 –150 m² | 1 | | Crowbar, sledge hammer, chisel, axe, bow saw, |
| Tree and stump removal (> 0.25m diameter) | 1-2 no. | 1 | | |
| ***Excavation, spreading and compaction of material*** | | | | |
| Excavation & load/throw (loose soil) | 2 - 4 m³ | 1 | 1 | Hoe, mattock, pickaxe, shovel, (wheelbarrow if loading) |
| (firm soil) | 1 - 2.5 m³ | 1 | | |
| (weathered rock) | 0.3 - 0.5 m³ | 1 | | |
| Unload | 5 - 10 m³ | | | Shovel, wheelbarrow, rake, spreader, hoe, watering can |
| Spread, shape & water | 4 - 8 m³ | | | |
| Compaction by roller (150mm thick) | 200 - 700 m² | | | Hand roller/ roller |
| ***Hauling by wheelbarrow*** | | | | |
| Haul distance 0 - 25 m | 4 - 8 m³ | 1 | 1 | Wheelbarrow |
| Haul distance 26 - 50 m | 3 - 6 m³ | 1 | | |
| Haul distance 51 -100 m | 2 - 4 m³ | 1 | | |
| ***Sub-base preparation*** | | | | |
| Excavate and stockpile | 1.5 - 3 m³ | 1 | 1 | Hoe, mattock, pickaxe, shovel |
| Load | 3 - 5 m³ | 1 | | |
| Excavate and load | 1 – 1.7 m³ | 1 | | |
| Unload (non-tipping truck) | 5 – 10 m³ | 1 | | Shovel, wheelbarrow, rake, spreader, hoe, watering can |
| Spread, shape and water | 4 – 8 m³ | 1 | | |
| Compact by roller | 200 - 700 m² | 1 | | Hand roller/ roller |
| ***Base preparation*** | | | | |
| Excavate and stockpile | 1.5 - 3 m³ | 1 | 1 | Hoe, mattock, pickaxe, shovel |
| Load | 3 - 5 m³ | 1 | | |
| Excavate and load | 1 - 1.7 m³ | 1 | | |
| Unload (non-tipping truck) | 5 - 10 m³ | 1 | | Shovel, wheelbarrow, rake, spreader, hoe, watering can |
| Spread, shape and water | 4 - 8 m³ | 1 | | |
| Compact by roller | 200 - 700 m² | 1 | | Hand roller/ roller |

73 See notes at the beginning of this annex on use of the table.

74 The supervisor may be responsible for several groups of workers with group leaders appointed where needed.

| Operation/ activity | Output per day | Required manpower | | Tools required |
|---|---|---|---|---|
| | | Worker | Supervisor [74] | |
| ***Concreting roads*** | | | | |
| Screening of aggregates (gravel) | 2 - 4 m³ | 1 | 1 | Screens, wheelbarrows, shovels |
| (sand) | 1 - 2 m³ | 1 | | |
| Fabrication and installation of forms | 15 - 20 m of road | 1 carpenter 1 worker | 1 | |
| Bending and fixing of bars | 50 - 100 kgs | 1 steel fixer 1 worker | | Hammer, saw, measuring tape, chisel, metal pipe |
| Mixing and placing of concrete | 4 - 10 m³ | 2 masons 1 mixer operator 8 workers | | Buckets, shovels, concrete mixer (or mixing board), float trowel |
| ***Stone paving*** | | | | |
| Foundation preparation | 4 - 10 m² | 1 | 1 | Hoe, rake, hammer, brush |
| Sand base | 16 - 25 m² | 1 | | |
| Stone placing | 4 - 10 m² | 1 | | |
| Sand brush into cracks | 16 – 25 m² | 1 | | |
| ***Fabrication of RC culvert pipes*** | | | | |
| 1. 450 mm diameter | 10 - 12 m length | 1 mason 1 carpenter 1 steel fixer 12 workers | 1 | Mixer, shovel, bar bender & cutter, carpenters tools, culvert moulds, trowel, (concrete vibrator) |
| 2. 600 mm diameter | 8 – 10 m length | | | |
| 3. 750 mm diameter | 6 - 8 m length | | | |
| 4. 900 mm diameter | 3 - 5 m length | | | |
| 5. 1200 mm diameter | 3 m length | | | |
| ***Building culverts including excavation, placing, backfilling and compacting*** | | | | |
| 1. 450 mm diameter | 5 - 7 m length | 1 mason 1 carpenter 1 steel fixer 12 workers | 1 | Hoe, pick axe, timber and rope for lowering pipes, shovel, trowel, compactor |
| 2. 600 mm diameter | 4 - 6 m length | | | |
| 3. 750 mm diameter | 3 - 5 m length | | | |
| 4. 900 mm diameter | 1 - 3 m length | | | |
| 5. 1200 mm diameter | 1 - 2 m length | | | |

Table: Irrigation[75]

| Operation/ activity | Output per day | Required manpower | | Tools required |
|---|---|---|---|---|
| | | Worker | Supervisor | |
| ***Excavate, load and haul*** [76] | | | | |
| ***Soft to medium material*** | | | | |
| 1. depth of excavation 1.5 m | | | | |
| A. Farniditch | 3 - 7.5 m³ | 5 | 1 | Hoes, mattocks, pickaxes, shovels, wheelbarrows timber ramps, ropes |
| B. Canal | 3 - 6 m³ | 5 | | |
| C. Structure foundations | 2.5 - 4 m³ | 5 | | |
| D. Desilting | 4 - 8 m³ | 5 | | |
| 1. depth of excavation 1.6 – 2.5 m | | | | |
| B. Canal | 2 - 4 m³ | 5 | 1 | Hoes, mattocks, pickaxes, shovels, wheelbarrows, timber ramps, ropes |
| C. Structure foundations | 1.5 - 3 m³ | 5 | | |
| D. Desilting | 2 - 5 m³ | 5 | | |
| ***Slightly harder material*** | | | | |
| B. Canal | 2 - 4 m² | 5 | 1 | Hoes, mattocks, pickaxes, shovels wheelbarrows, timber ramps, ropes |
| C. Structure foundations | 1.5 - 3 m³ | 5 | | |
| ***Unload and spread*** | | | | |
| Unload | 5 - 10 m³ | | | Shovel, wheelbarrow, rake, spreader, hoe, watering can |
| Spread, shape & water | 4 - 8 m³ | | | |
| Compaction by roller (150mm thick) | 200 - 700 m² | | | Hand roller/ roller |
| ***Quarrying(excavate and load)*** | | | | |
| Sand and gravel | 1.5 -3 m³ | 1 | | Hoe, mattock, pickaxe, shovel, crowbar |
| Cobbles | 1 -3 m³ | 1 | | |
| Stones | 1- 2 m³ | 1 | | |
| ***Gabion baskets/mattresses*** | | | | |
| Construct basket, place, tie and fill | 0.5 - 1 m³ | 1 | | Hoe, shovel, hand compactor, pliers, wire cutter, grip |
| ***Masonry construction*** | | | | |
| Mixing of mortar and hand laying of stones[77] | 0.7 – 1.5 m³ | 1 | | Masons tools |

75 See notes at the begining of the annex on use of the table

76 All excavations deeper than 1.2m must either have protection along the sides (e.g. timber shoring) or be cut back at an angle of at least 45 degrees to avoid the risk of collapse.

77 Tables were adapted and augmented from, ILO, Planning and Implementing Local Infrastructure Works, Guidelines for Tambon Administrations, ASIST-AP/ILO 2004

## Annex 2: Example of planning an activity using the task-rates

A community has decided that the construction of a new water-pan to cater for water needs of the entire community is needed as the existing water pan has dried up due to the change of flow of the small stream feeding the pan as a result of an earthquake. The major task will be excavation of 300m³ of medium soil, removal of the soil to a distance of 150m and then spreading it out on the land away from the water catchment area.

| Activity | Quantity ($m^3$) | Work-norm ($m^3$/day) | Total Number of days | No. of persons per day for 15 days | Handtools required |
|---|---|---|---|---|---|
| excavation | 300 | 1.0 | 300 | 20 | 20 hoes[78] and shovels |
| loading | 300 | 3.0 | 100 | 7 | 4 shovels |
| transporting by wheelbarrow | 300 | 2.5 | 120 | 8 | Minimum 8 wheelbarrows Optimally16[79] |
| spreading | 300 | 6.0 | 50 | 3 | 3 hoes and 3 rakes |
| **Sub-total** | | | **570** | **38** | |
| **10% contingencies** | | | **57** | | |
| **Total** | | | **627** | | |

If 20 people are excavating, then 8 people are needed for loading, 6 people for transporting the soil with the wheelbarrows, and 3 people for spreading. 34 people could achieve this activity over a period of 15 days. It is always recommended to allow 10% extra during planning as often it takes a little time to organize the activity and to reach the required productivity levels. This means that if a small number of extra days are, required to complete the asset, these are covered in the planned wage allocation. Rounded off, this means that 630 workdays would be required for the water pan works plus supervision.

This plan anticipates that the correct type and number of good quality tools and equipment will be available for each operation and that the haulage route for the wheelbarrows will be at a reasonable gradient and relatively smooth.

78 Hoes will need to be supplemented or replaced by picks or mattocks in hard ground

79 16 wheelbarrows allows the loader to fill one wheelbarrow while another is being transported to the fill site. If there are only 8 wheelbarrows then the loaders will be waiting for the wheelbarrows to return before they can continue their loading work.

## Annex 3: Community contract example

**Example of a community contract**

In the example provided, elected members of the community together with the city council are the clients and a construction team from within the community are the contractors.

Parties to the contract:

1. Client: The clients are the Community Development Association (CDA) and the City Council. The funds for the improvement works have been deposited in a dedicated Community Bank Account, which requires the joint signatures of the Community Development Association (CDA) office bearers and the City Council district representative. Therefore the community together with the City Council are the joint clients.
2. Contractor: The contractor is the Community Construction Committee (CC)
3. Technical Adviser: The TA is provided by a local institute of learning, which appointed a site engineer to supervise the works

The works are broken down into small elements each covered by a contract, where it is practical to make one advanced payment covering the actual work costs (not the profit). The contract below is based on a trust relationship among the contract partners and is especially designed for community use. The contract document itself has not been tested in a law court and therefore should be used with caution and is not suitable for a contract with a regular commercial enterprise.

**Community Development Association**
**Agreement form for Contract Works**
Original for the Community Development Association (CDA, Client)
One Copy each for the Community Construction Committee (CC, Contractor), City Council (Client), and the Technical Assistance project Manager (TA)
Contract number: ……..
Contract Date: ……
Name / no of infrastructure (road, drain, water pipe, culvert, etc.): ……
……..

Location (km stand or coordinates or description): ……..……
……..

Starting date: ……
Finishing date……
Contract sum……..(currency) Amount in words ……..
The contract sum includes the cost estimate provided in annex 1 plus 10% overhead/ profit.
The ……..Community Construction Committee has entered into a contract with the client ……Community Development Association and the ……City Council to undertake the above mentioned activities under the supervision of a Site Engineer appointed by the Project Manager.

The conditions of the contract are as follows:
General:
The contractor shall execute, complete and maintain the works in accordance with the contract to the satisfaction of the site engineer. The contractor shall comply with and adhere strictly to the instructions of the site engineer on any matter.
The contractor fully accepts to implement the works in according to the requirements mentioned in the contract.

In case of failure by the contractor to fulfil the contract agreement, the …….. CDA will have the right to terminate the contract after a written warning. In the case of misconduct, the contract can be terminated by the CDA immediately. In the case of conflict between the clients and the contractor, the technical adviser will arbitrate.

Payments:
The contractor will receive an advanced payment from the clients equal to the full cost-estimate of the contract (see annex 1) – If the contractor requires more funds to execute the contract, due to unexpected circumstances, a written request should be made to the clients.
The contractor will administer the advanced payment. The clients and the technical

adviser are free to audit the administration upon request.

At the end of the contract, the contractor will provide a report on the contract, according to the format given in annex 2. The technical advisers will assist the CC in writing the report.

The project manager will check and verify and prepare a certificate covering the completed works evaluated on the basis of the agreed contract rates. The CDA, on behalf of the clients should agree the certificate.

The contractor will receive a final payment of 10 percent of the contract sum, within 14 days after the certificate date. Differences between the advanced payment and the actual costs will be balanced in the final payment.

Uncompleted works will be evaluated on the basis of the contract rates and deducted from the contract sum.

Obligations of the Contractor:

- Hand tools and / or equipment are included in the contract sum and are the responsibility of the contractor.
- The contractor is responsible for the selection, appointment and management of workers as directed by the site engineer. The contractor will advertise the applications within the community, and select community residents as workers, through a ballot system. The ballot system will allow representation of men and women. Salary levels and task rates will be set by the CDA in consultation with the City Council, the contractor, and the technical adviser.
- The contractor will provide a medical kit at the work site, and ensure safe working conditions. The contractor is responsible for compensation for work accidents in cooperation with the CDA.
- The contractor is responsible for the purchase and for the safe-keeping of construction materials, as directed by the site engineer.
- All legal and financial regulations and obligations pertaining to this contract and any labour laws of ……..(name of country) regarding labourers working along roads and streets are valid. Special reference is made to labour standards dealing with minimum age, non-discrimination, prohibition of forced labour and occupational health and safety regulations.

Obligations of the Clients:

- The CDA should ensure that the contractor is paid in a timely manner, and that the work is correctly checked and verified by the site engineer, as written in the certificate.

Obligations of the technical adviser:

- In consultation with the CDA and the contractor, the project manager will appoint a site engineer. The site engineer will provide day-to-day supervision of the construction and will report to the CDA and the contractor.
- The project manager will check and verify and prepare a certificate covering the completed works evaluated on the basis of the agreed contract rates, and inform the clients likewise.
- The project manager will appoint an animation team to assist the CDA to keep the community residents informed of the construction and to assist in any conflict resolution.

Attachments:

1. Cost estimate and Bill of quantities
2. Detailed Designs
3. Work plan / timetable
4. Format for a report on the community contract.

| | Chairperson Technical CDA | City Council | Contractor | Adviser |
|---|---|---|---|---|
| Name | | | | |
| Signature | | | | |
| Date | | | | |

## Annex 4: Example of a workplan for CFW with space for reporting actual results

| Name of Programme: | | | | Name of Project: | | | | | | Date of Plan: | | | | | | |
|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|
| Start date: | | | | End Date: | | | | | | Date of Report: | | | | | | |
| Item no | Resource Description | Planned | | | | | | Actual | | | | | | Remarks | | |
| | | Week 1 | week 2 | week 3 | week 4 | week 5 | Total | Week 1 | week 2 | week 3 | week 4 | week 5 | Total | | | |
| 1 | Casual Labour (wds) | | | | | | | | | | | | | | | |
| | Men (94 x 6 days = 564) | 588 | 588 | 588 | 588 | 289 | 2641 | | | | | | | | | |
| | Women min. 30% | 246 | 246 | 246 | 246 | 125 | 1109 | | | | | | | | | |
| | (ex-combatants) | | | | | | | | | | | | | | | |
| | sub-total | 834 | 834 | 834 | 834 | 414 | 3750 | | | | | | | | | |
| 2 | Skilled Labour (wds) | | | | | | | | | | | | | | | |
| | Mason Carpenter | | | | | | 0 | | | | | | | | | |
| | Plumber | | | | | | 0 | | | | | | | | | |
| | Equipment operator | | | | | | 0 | | | | | | | | | |
| | sub-total | | | | | | 0 | | | | | | | | | |
| 3 | Staff (wds) | | | | | | | | | | | | | | | |
| | Engineer | | | | | | 0 | | | | | | | | | |
| | Supervisor | 35 | 30 | 30 | 30 | 35 | 160 | | | | | | | | | |
| | Gang leader | | | | | | 0 | | | | | | | | | |
| | sub-total | | | | | | 160 | | | | | | | | | |
| 4 | Equipment in days | | | | | | | | | | | | | | | |
| | Tractors | | | | | | 0 | | | | | | | | | |
| | Trucks: 9 per day | 54 | 54 | 54 | 54 | 54 | 270 | | | | | | | | | |
| | Trailers | | | | | | 0 | | | | | | | | | |
| | Rollers | | | | | | 0 | | | | | | | | | |
| | sub-total | | | | | | 270 | | | | | | | | | |
| 5 | POL | Diesel | Petrol | Oil | 7 | Handtool | No | | | | | | | | | |
| | Tractor | 0 | 0 | 0 | | hoes | 50 | | | | | | | | | |
| | Truck | in hire price | | | | rakes | 50 | Planned Total Employment: (1 +2+3) = 3,910 | | | | | | | | |
| | Roller | 0 | 0 | 0 | | shovels | 50 | | | | | | | | | |
| | sub-total | | | | | boots | 125 | Actual Total Employment: | | | | | | | | |
| 6 | Materials | Unit | Planned | Actual | | gloves | 125 | | | | | | | | | |
| | Cement | | | | | masks | 120 | Prepared by: | | | Date: | | | | | |
| | Steel | | | | | | | | | | | | | | | |
| | Timber | | | | | | | Approved by: | | | Date: | | | | | |
| | pipes | | | | | | | | | | | | | | | |

Notes to table:
1. The supervisors will have one extra day before the workers start to prepare the organise the work, and one extra day at the end to make sure all the reports are finished and tools etc. returned or handed over to the community.
2. The women's participation is a minimum of 30% and therefore the actual can be above this figure. Whether above or below, the actual figure must be reported.
3. The attendance will be recorded in a muster roll included in annex 5

## Annex 5: Muster roll

**Muster roll / payment form** **Form No:**

Village/sub district: Location: Wage for 1 Wd completed task:

Project Name: Date: Duration:

| | Name | M | F | Category of labour | | | Specialial category[82] | | Days | | | | | | | | | | Wages | Signature/ finger print (left hand) | |
|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|
| | | | | Unskilled | Skilled | Supervis or. | Local | IDP | 1 | 2 | 3 | 4 | 5 | 6 | 7 | 8 | 9 | 10 | Total days | | | |
| 1. | *Test* | | √ | √ | | | √ | | *X* | *X* | *X* | *X* | – | *X* | *X* | *X* | *X* | *X* | *9* | | 1 | 2 |
| 2. | | | | | | | | | | | | | | | | | | | | | | |
| 3. | | | | | | | | | | | | | | | | | | | | | 3 | 4 |
| 4. | | | | | | | | | | | | | | | | | | | | | | |
| 5. | | | | | | | | | | | | | | | | | | | | | 5 | 6 |
| 6. | | | | | | | | | | | | | | | | | | | | | | |
| 7. | | | | | | | | | | | | | | | | | | | | | 7 | 8 |
| 8. | | | | | | | | | | | | | | | | | | | | | | |
| 9. | | | | | | | | | | | | | | | | | | | | | 9 | 10 |
| 10. | | | | | | | | | | | | | | | | | | | | | | |
| Total | | | | | | | | | | | | | | | | | | | | | Date: | |

**Signature:** Community Team Leader/Supervisor: _____ Project Supervisor/Engineer: _____ Witness/ Village Chairperson: _____

Name ( ) ( ) ( )

The muster roll here is for 10 working days. As quickly as possible, the muster rolls should be adapted for 1 months work. The muster roll is filled every day with the attendance of the worker marked as a / and then crossed off when the task is completed properly X. This means anyone visiting the site can compare the number of / on the muster roll with the number of workers on the site. Once the days are entered, the muster roll is submitted to the project management, and then returned with the money for payment. Where the communities are acting as the contractor they may be responsible for the record keeping and the payments but this needs to be closely monitored. [80]

## Annex 6: Key principles for dealing with HIV/AIDS

### Summary of key principles for dealing with HIV/AIDS at the workplace as recommended by the ILO:

1. Treat HIV/AIDS on the workplace like any other serious illness/condition.
2. Do not allow discrimination against persons infected or affected by HIV/AIDS.
3. Ensure gender equality and empowerment of women to successfully prevent the spread of HIV infection.
4. Ensure a healthy and safe work environment to minimise the spread of HIV.
5. Provide opportunities to discuss HIV/AIDS issues and problems with and among your labour force.
6. HIV/AIDS screening is never a requirement for job applications.
7. Disclosure of HIV/AIDS personal information is not allowed. Confidentiality of personal data is compulsory!
8. HIV infection is not a cause for termination of employment!
9. HIV infection is preventable. It can be furthered through changes in behaviour, knowledge, treatment and creation of a non-discriminatory environment.
10. Provide support and care to those who are affected. Solidarity with your workers and their dependants is a social obligation.

80 Adapted from A Handbook written for TP3s & MWTs on the routine maintenance of roads, KDP, ILO 2009

## Annex 7: Project information sheet

| Name of Programme/ Project: |
|---|
| Name of community. / camp / sub-district: |
| Name of location of CFW activity: |
| Agreement or activity name and number: |
| Description of the works to be carried out[81]: |
| Estimate of workdays: |
| • Skilled |
| • Unskilled |
| • supervision |
| Estimate of Costs: |
| • Materials |
| • Workdays |
| • Equipment and tools |
| • Total |
| Start date: |
| Completion date: |

81

81 words and quantities where available e.g. clearing of 4.5 km of road. Rebuilding of terraces on 3 hectares of land (name of area and number of farmers/ families who will benefit)

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## Rapid employment creation in times of crisis:
**From cash for work to sustainable recovery and livelihood development**

This document brings together ILO principles, experiences and tools in rapid employment creation in times of crisis. In the Asia and Pacific region natural disasters are frequent occurrences and are on the increase because of the changing climates. Although the incidence of armed conflict has declined, various regions are still affected. It is often the poor and vulnerable that suffer most during and after a crisis.

A natural disaster or conflict impacts on the population and often has a negative effect on their jobs and livelihoods. Income earning opportunities may be temporarily disturbed or lost forever. Livelihoods need to be restored or alternative income earning opportunities may have to be established. This all takes time while people need food and cash immediately after a crisis. There often is a need for rapid employment creation schemes for certain groups in the affected population to provide income support and bridge the period until the regular income earning opportunities have been restored and the local economy recovers. Emergency employment, cash-for-work, may provide immediate income support and if well designed can also contribute to longer term income recovery strategies.

This guide primarily presents the principles and experience of ILO's recent work on emergency employment (cash-for-work) in the Asia Pacific region but it also draws on general international experiences and documentation. It elaborates on the basic design decisions for temporary employment programmes and sets out the different steps and actions necessary to identify, design and implement schemes at community level. The document presents the lessons learned from experience in the region and explains how the immediate emergency response can transit to recovery and development.

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