

HAITI - IMMEDIATE RESPONSE PLAN

I. Background

The earthquake in Haiti has devastated the poorest nation in the Western Hemisphere. The human and material destruction is extremely large. But it is not just the massive human and material destruction that is affecting Haitians, by hitting the capital, Port-au-Prince, the earthquake also destroyed the already weak basic institutions of government and many public services. Many ministries, the presidential palace, the courts and the parliament are in ruins. And so are key hospital and health facilities as well as the very few schools. . This contrasts with other natural disasters in other countries that have caused great damage and suffering in remote areas but have left the basic institutions of government and public service in place. Not in Haiti: As a result of the earthquake Haiti has made a transition from a weak state to one that has collapsed.

The uniqueness of the situation is that the responsibility for humanitarian relief and reconstruction, from supplies to internal distribution, to emergency housing (more than 600.000 people are estimated to be living in makeshift facilities or open sky) is falling disproportionately on logistical and organizational capacities of the UN and military and civilian forces of friendly nations. Children, many of whom have been separated from their families and caregivers in addition to being deprived of public education, are also confronted with increased risks of trafficking, sexual and labour exploitation. The possibilities of effective partnership with local institutions are much less than in other situations. In terms of immediate priorities, in addition to food, water, medicines, tents and shelters, there is a desperate need for jobs and for injecting cash into the destroyed local economy. And the jobs so created can be a major resource in immediate priorities such as cleaning rubble, clearing streets and buildings, and building schools, housing and shelters. This point has been emphasized by the UN Secretary-General Ban-Ki-Moon and President Clinton, UN Special Envoy for Haiti.

In this context it is imperative for the ILO to join UN efforts immediately with capacity on the ground for a Cash for Work programme and basic skills development for reconstruction trades, while also planning for a broader package of measures in the medium to longer term. This document presents a request to CABINET for an immediate response, focused around Cash for Work and other essential services for job creations. This immediate response will allow the ILO to effectively engage in the next few days on the ground and, based on that engagement, develop a phased approach for a broader programme.

The ILO has included into the Flash Appeal (launched on the 15th of January 2010) a project proposal for 2,380,000 million dollars focusing on emergency job creation for public works, as part of the early recovery cluster led by UNDP. The project '*Organization of labour-intensive emergency public works in support of humanitarian operation*' will seek emergency job creation in urgently needed activities such as rubble removal, rebuilding of houses and public facilities as well as building schools through cash for work. The project will also provide quick income relief of affected households and skills development for shelter repairing through labour-intensive public works.

In addition, in high level conversations with UNDP, lead agency for the Early Recovery cluster, the UNDP has expressed its strong interest in partnering with the ILO for developing the full emergency employment through public works Early Recovery Cluster component costed at 34.6 million dollars. The UNDP already has 5 million dollars and has started

organizing Cash for Work. It has however expressed its interest in ILO technical advice to scale up the programme and effectively begin in different territorial locations where there is great need. The first meeting on the Early Recovery Cluster Working Group (ERCWG) on the ground has been called.

Besides humanitarian assistance and Cash for Work, assessments are now under way in Port-au-Prince to map comprehensively the consequences of the earthquake. Development agencies are presently preparing and deploying expert missions with a view to the recovery phase. National and international efforts are expected to evolve and increase further in the coming days and weeks.

II. The ILO in Haiti

The ILO has no country office in Haiti and the country activities are covered by the Sub Regional Office of San Jose'. Three ILO projects were ongoing in Haiti before the disaster:

1. **Better Work** had an ongoing project located at UNDP's premises in Port-au-Prince. BETTER WORK is currently assessing the damages caused by this violent earthquake both at the level of human resources and of the damages to the factories. This includes consulting with factory owners on their needs in the post-earthquake period. For the factory reconstruction work, BETTER WORK could play a role in advising construction that is earth-quake safe and worker (and production) friendly. The CTO is being temporarily relocated to Geneva.
2. One **IPEC** project financed by the south-south cooperation instrument from Brazil was in its final stage, due to end by June 2010. The project is partnered with the Ministry of Social Affairs, Labour Affairs and Trade Unions in Haiti. Concerns are focusing on the situation of child labour in reconstruction efforts and the protection of separated and orphaned children from abduction, trafficking and sexual exploitation. The impact of the influx of refugees into the Dominican Republic where IPEC has staff available, also needs to be given consideration as well as the lack of public schools and the need to place education in the reconstruction strategy.
3. The **EMP/INVEST** labour-intensive project in Gonaïve was a job-creation watershed management programme executed on behalf of UNDP. It was in its final stage for lack of funding, though negotiations with UNDP were already underway for the continuation of this project until March 2010. The contracts of the ILO personnel should be renewed to ensure an ILO presence, linkages with the UNCT and UNDP and a minimum logistical and operational capacity, immediately.

III. ILO Proposed Immediate Response

The ILO strategy should follow a two pronged approach: I) Engaging in employment-intensive strategies for the early recovery phase in partnership with other UN agencies, notably UNDP; and II) providing policy and technical advice while initiating projects on the ground in other selected areas.

It is recommended that the ILO takes the following immediate actions:

- (i) First, establish an active ILO presence in the field and a minimum operational capacity. This presence will allow ILO (i) to be interactive with country team and early recovery cluster work group representatives at the country level in

the daily meetings, interact with the UNCT, the World Bank and the Government officials on common action; (ii) to be visible and interact with donor representatives and other bilateral and multilateral organizations; and (iii) to engage immediately in the Cash for Work programme that UNDP has initiated and where ILO support is being requested. A first crisis response mission and a team of specialists in labour intensive emergency public work schemes should be sent to the field as early as possible. A team of crisis specialists based in Haiti will ensure overall coordination of activities for livelihood recovery and institutional relation continuity with the government, partner agencies (UNDP, FAO and other relevant UN agencies and the World Bank country office) and with established international frameworks of cooperation (the Early Recovery Cluster, the International Recovery Platform, etc.).

(ii) Be on-call to participate to the UN/World Bank overall assessment of the damage, losses and needs The overall assessment will be the basis for the development of a comprehensive framework for early recovery and long-term reconstruction and is important that ILO be included in order to negotiate with the Government, the UN agencies, the World Bank and the donors which will fund the reconstruction. A post-crisis assessment specialist will be working with a labour market/informal employment specialist and a specialist in micro-enterprises and SIYB.

(iii) Formulation of detailed project proposals on the basis of the results of the assessment and the recovery framework. The ILO will send sector specialists in the fields where ILO added value is essential and where ILO is requested to contribute in the framework of established cooperation partnerships. The specialists will elaborate on sectoral project proposals that will form the ILO Haiti earthquake response programme to be submitted for funding through consolidated appeal mechanisms (UN, the World Bank and bilateral donors) in the near future.

Security. ILO presence on the ground needs careful consideration of security issues for personnel. UN DSS has asked all UN agencies to evacuate non-essential personnel. Preliminary conversations with UNDP have clarified that UNDP is ready to formally request ILO staff or consultants' presence to engage in the Cash for Work programme which is considered an essential activity now. UNDP is prepared to work with ILO to provide equal conditions of security to ILO personnel as are provided to UNDP personnel and to contribute to the logistics of lodging.

IV. Proposed initial measures and activities for ILO Haiti earthquake response

As explained above, this proposal for a special allocation of resources is to make possible an immediate ILO engagement on the ground. It can be seen as the first step or stage for a more ambitious and complete longer term programme which is currently being costed and that can build on the framework suggested here.

The proposed immediate response measures include the following:

A. Cash for Work Programme (CFW) and related components

The **labour-intensive schemes** will reinforce and be closely coordinated with efforts already initiated by UNDP. They need to include a comprehensive training component tailored to address:

- the local authorities and their technical units involved in HIMO schemes to strengthen their capacities of planning local public works , as well as managing and supervising future HIMO programs, with an evident beneficial effect on local governance and absorption capacity;
- the local contractors in the private sector, that will be implementing the HIMO schemes in their territory, thus increasing their capacities to deal with transparent public sector bidding, implementing labour-intensive schemes, abiding by decent working standards, and applying the necessary anti-cyclone norms;
- the local labour force (supervisors, site managers, skilled and semi-skilled workers, especially the younger labour force) thus facilitating their induction into the HIMO schemes and the regular labour market in the future.

A lot of reconstruction efforts of different types of infrastructure, particularly at community level, should be implemented through a rapidly developed cash-for-work programme, with due attention to making new infrastructure according to the principles of universal design. There are several infrastructure needs and rebuilding could include:

- schools and other educational facilities
- health institutions
- community facilities and market places
- roads, tracks and trails
- bridges and small water crossings
- irrigation canals
- water supply schemes
- sanitation systems and solid waste management
- forestry, conservation and restoration of natural resources in general.

Initially, the CFW could focus on debris clearing by introducing techniques for productive and safe demolition of different types and sizes of debris. Organisational issues and contractual approaches like community contracting mechanisms and small and micro-enterprise contracting have also proved greatly effective and efficient.

The new CFW programme will also build on the good examples of recovery work from the cyclone seasons done in the area of Gonaïves. These Green Jobs Programmes have been greatly acclaimed as an example of good practice (UNDP-BCPR selected it as the best project). Expansion of the project has been restricted due to lack of investment funds, and more can be done to strengthen the livelihoods component through agro-forestry processing and marketing, as well as through improved energy development.

The immediate CFW programme can be designed as an addition to the continuation of the rebuilding and protection from future hurricanes. The Gonaïves project and similar projects should, rather than facing a funding shortage with the pressure of rebuilding Port-au-Prince and surrounding area, be expanded both in geographical coverage (add several new areas) and in scope (more livelihoods issues) to cater for the masses of unemployed and unsettled people from Port-au-Prince migrating out of the city.

Support to employability: workers and entrepreneurs. There is already a great shortage of skilled labour and enterprises, and this will be increasing towards the reconstruction period. In particular in the short run when international and national agencies, businesses, NGOs, etc. all compete for the few skilled carpenters, masons, etc. that are available. Not only will they be scarce, the wages will increase. Serious efforts should be made to make these skills available to a larger group of people through emergency construction training programmes. While somewhat shortcutting the training process, this will produce affordable skills in a timely fashion. Likewise, for the entrepreneurs, upgrading the quantity and quality of knowledge including their knowledge of safe and efficient demolition, local resource use in construction, business management, etc., are essential elements.

- Masons, carpenters, electricians, etc.
- Entrepreneurs' staff including managers, engineers and technicians, supervisors, operators (of minor construction equipment) business administrators, etc.

ILO has worked on similar training programmes in a number of countries as in China following the Sichuan earthquake in 2008. The ILO construction training programmes for workers and enterprise development using employment-intensive approaches should be very relevant for this response.

Support to recovery: private construction. *A lot of the damage has been done to private houses, businesses and other more informal structures. Much of this will be rebuilt by owners themselves, particularly as they need to start immediately but also because the skills will not be available or affordable. Support should be given to safe work practices, improved construction techniques for hurricane/earthquake resistant buildings, incorporating the principles of universal design so building will be accessible to disabled persons and others, vocational skills and the use of local materials and resources. Elements:*

- Safe demolition and clearing of old houses
- Development of hurricane, earthquake resistant and accessible houses
- Training for self-construction
- Basic skills for carpentry, masonry etc.
- Use of local materials

B. Social Protection

The International Community should also give careful consideration to social protection issues. Rough estimates state there are approximately 188,000 elderly over the age of 60 years. In addition to this orphaned children and people living with disabilities, amongst others, may require immediate cash transfers and other forms of support.

ILO/Social Protection has been working in Haiti for several years. There is a concern for widows, those with disabilities, the elderly as well as other vulnerable groups who will have no social protection. A rapid income recovery scheme similar to the Sri Lanka example could be looked at including: a) Temporary income transfers that focus on those affected by the tsunami who have lost their capacity to earn an income, or for whom there is no work, b) Cash assistance would continue for additional time to the especially vulnerable categories of affected population like widows, orphans and disabled persons, till they are brought under the coverage of existing Government social assistance programs in these areas and c) Immediate income generation mechanisms through community and public works programmes that will generate livelihoods for those who are able and willing to work.¹

There is also a need for appropriate strengthening of measures for occupational safety and health (which, in the present context will recognize the specific health issues of, for example disposal of human and animal remains, and environmental risks arising from the tsunami damage).

Most populations in crisis areas perceive migration as the most immediate and viable response to the crisis. Abuse of migrant workers should be prevented as well as of all vulnerable groups through, in particular, trafficking of women and children, sexual abuse, and violence and exploitation.

C. *Emergency employment profiling.*

A mechanism could also be established in cooperation with UNDP, IOM and UNHCR for starting as soon as possible in the IDPs camps profiling of available skills. This will be essential in order to progressively facilitate the placement of skilled labour in the jobs that are created by the humanitarian organizations (drivers, secretaries, translators, etc.) and by the first public reconstruction works. The profiling will also be useful to identify needs in terms of training and for those who might be able to participate in training if they have some accommodations or supports.

¹ There are only 188,000 people over age 60. If we were recommending that we use the elderly as agents of social assistance in future then we could suggest that the donor community were to pay a pension of one third of the GDP per capita (i.e. 220 US/ per annum) to them as soon as possible that would cost the international community in the order of US \$ 45 top 50 million, additional child benefits for children under five as well as invalidity pensions (assuming 5% of people in the affected area would need them) would bring te over all bill up to 150 Million per annum. That would be in the order of 2.2 % of GDP is my back of the envelop calculations are right (see below).

Rough estimate of emergency social floor expenditure (non health)				
	Number of recipient	average pension: Admin cost in % US \$ p. a.	Total annual expenditure in million US\$	Comments/Assumptions
Old age pension	180,000	220	15	45.54 people over age 60
Invalidity pensions	150,000	220	15	37.95 5% of people in affected areas
Child benefits	500000	110	15	63.25 children under age 5
Total annual cost				146.74
In % of GDP				2.2%

D. Developing markets that work for the poor and reviving the home based economy

The market supply system for basic consumption in Haiti is based on an extended network of informal street vendors and home-based micro-businesses. The earthquake seems to have wiped-out most of this informal business, affecting the source of livelihood for thousands, but principally dismantling a strategic distribution network leading to a scarcity of basic goods, and rocketing prices. The volatile socio-economic situation on the island can be expected to contribute to social unrest and socio-political instability. Therefore the ILO must adopt a strategy that identifies and assesses the losses, organizes and relocates trade networks (in line with Disaster Risk Reduction criteria's), funds technical assistance and supports an enabling environment. Micro-credit is an important component in this respect. Micro-credit programmes should be maintained and strengthened to avoid the collapse of many micro-businesses as well as Small and medium enterprises. New or strengthened micro-credit mechanisms can put a safety net to micro-businesses and also help inject cash into the economic system.

A sector that is often invisible, is that which takes place within domestic housing and constitutes a large percentage of the informal economy. Often these income activities are severely affected due to the large scale destruction of housing and infrastructure following a major disaster. Some examples of such informal activities include, the production of basic services (like bike repairing, carpentry, and plumbing, etc), production of basic goods (like bread, charcoal, etc.) or as previously mentioned basic commerce (micro groceries, essence, etc.). When these resources eventually start to re-circulate due to labour based reconstruction, there exists the opportunity to revive this sector, especially since temporary shelter brings these groups together in a shared environment. The ILO must therefore identify and organize initial funding and technical assistance, including the recovery and design of house based business to reduce risks.

The ILO should therefore work on supporting local enterprises, which are the engine for job creation. An early assessment of the needs of Haitian entrepreneurs is being conducted through IOI which is ready to support programmes aimed at vocational training in key sectors (including reconstruction of training centres). Upon CRISIS initiative, a specific programme for the revitalization of the local economy through workers and employers organizations is under development. This will be done capitalizing on the ongoing Better Work programme, the IPEC programme and activities with the government and trade unions, jointly with Sector. This initiative aimed at generating crash courses on reconstruction trades for young people can be quickly organised either in the Dominican Republic, where there IPEC staff is located, or in temporary training venues in Haiti involving social partners and local counterparts in the spirit of south-south cooperation.