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# GUIDANCE NOTE EMERGENCY EMPLOYMENT AND ENTERPRISE RECOVERY

CRISIS PREVENTION AND RECOVERY

United Nations Development Programme



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*Cover photo: Following consecutive years of drought in Eritrea, UNDP launched an emergency employment project which engaged former IDPs in construction of in situ soil and water conservation structures facilitated the reclamation and rehabilitation of farmland and were successful in increasing agricultural productivity. Photo credit: UNDP Eritrea*



# OVERVIEW

Focussing on urgent post-crisis assistance, this guidance note provides practical advice to United Nations Development Programme (UNDP) Country Offices (COs) on how to plan, design and implement a post-crisis emergency employment and enterprise recovery project that supports governments and communities following a significant national catastrophe.

When governments and communities are assisted by well-designed and timely interventions they are more able to 'build back better'. The UNDP post-crisis approach aims to build capacities within national and local institutions and facilitate partnerships between government, civil society, the private sector and local communities. This enables local social, economic, institutional and physical assets to be strengthened and made more disaster-resilient in the future.

To help countries and communities meet these challenges, the UNDP Bureau for Crisis Prevention and Recovery (BCPR) has developed a range of guidance notes to help UNDP COs develop and implement recovery activities rapidly in the immediate aftermath of a crisis. Each guidance note focuses on a UNDP 'signature product', or niche area of programming, in which UNDP has the mandate, comparative advantage, competencies and skills in place to be able to rapidly design and implement a project of assistance to support crisis affected governments and communities. The guidance notes in the 'signature product' series are principally intended as an internal resource that will strengthen and accelerate UNDP's programmatic response in crisis and post-crisis settings. They are chiefly intended to inform 'post-disaster' planning and implementation. However, a number of the case studies that fed into their formulation derived their experience from post-conflict settings. Therefore, they may also be adapted for use in post-conflict settings or within country environments situated at the post-conflict/post disaster nexus.

This guidance note forms one of six practically oriented documents. Others in the series include 'Community Infrastructure Rehabilitation', 'Debris Management', 'Restoration of Local Governance Functions', 'National Recovery Planning and Coordination' and 'Aid Management'. These notes can be used as tools to guide the development of individual projects targeted towards specific needs, and/or provide a basis for the design of a more integrated and comprehensive programme of early recovery measures.

## Formulation of this Guidance Note

In formulating this guidance note the recent experiences of designing and implementing post-crisis emergency employment and enterprise recovery projects in **Burundi, Eritrea, Haiti, Indonesia, Iraq, Myanmar, Nepal, Somalia** and **Kosovo** (hereafter referred to in the context of UN Security Council Resolution 1244/1999) were reviewed. [Case studies](#) and [comparative experience papers](#) formed the core material for the preparation of this document. Further interviews were conducted with the practitioners involved in these projects, including technical experts at the CO, regional, and headquarters (HQ) levels to obtain the most pertinent lessons learned and best practices. Finally, the note was subject to consultation throughout UNDP, through internal and external peer review, and validation.

These guidance notes are "living" documents. They have been written in such a manner as to be easy to update with technical and operational lessons that emerge in the light of ongoing experience. To share examples, make a contribution to the Note or submit questions please email UNDP at [signature.products@undp.org](mailto:signature.products@undp.org).

## Practitioners' Guide

The table below provides an overview of the content in this note:

CONCEPTUAL FRAMEWORK	Defines the conceptual framework for UNDP in the 'signature product' area of emergency employment and enterprise recovery.
PLANNING	Presents the main considerations when planning an emergency employment and enterprise recovery intervention, following a structure that closely resembles the standard UNDP project document <a href="#">template</a> .
IMPLEMENTATION	Outlines some of the main issues and challenges that arise, as well as some of the approaches and techniques to employ, when implementing an emergency employment and/or enterprise recovery intervention.
LESSONS LEARNED	Highlights the key lessons learned from recent UNDP engagement in emergency employment and enterprise recovery.
ANNEXES	General annexes include: 1) a glossary of key terms, 2) a list of acronyms and abbreviations, and 3) a list of references for further reading. Additional resources are referenced throughout the document; most of these can be accessed by on the Emergency Employment <a href="#">page</a> of the UNDP intranet site for Signature Products.

# 1. THE CONCEPTUAL FRAMEWORK



*As a result of UNDP support to enterprise recovery in Nepal, Indra Man has gone from being, in his own words, “a poor daily wage worker”, to a successful strawberry farmer who is better able to support his family and employ others in the community: “There has been a sea change in my life.”  
Photo credit: UNDP Nepal*

## 1.1. EMERGENCY EMPLOYMENT AND ENTERPRISE RECOVERY - A UNDP SIGNATURE PRODUCT

UNDP’s entry point for engaging in emergency employment and enterprise recovery is its long-term strategic partnership with national and local authorities. Since UNDP maintains a CO presence in the majority of developing countries it is able to tap into its extensive experience of working with local institutions and communities on all aspects of human development. This gives UNDP a deep understanding of existing economic and social conditions and norms. UNDP can therefore ensure that interventions are sustainable and culturally appropriate.

By providing rapid and responsive assistance, UNDP supports governments to reach out and mobilize the participation of citizens in the social and economic rebuilding of their own communities in the immediate aftermath of a crisis. Taking local context, needs and circumstances as the starting point, the overall goal is to stabilize livelihoods and improve the social and economic conditions required for long-term development. In most countries UNDP has the operational presence and capacity on the ground to be able to plan, rapidly deploy and manage large-scale interventions following major national emergencies. Its long-term presence and profile as a development actor enables the organization to offer a level of institutional and programmatic continuity that few other international agencies can guarantee.

UNDP’s emergency employment and enterprise recovery projects can help crisis affected people to develop or regain sustainable livelihood assets and contribute to the revival of the local economy.

Short-term work created under these projects can provide rapid improvements to community infrastructure and services, enabling access to markets and social services while strengthening disaster preparedness. Projects aim to incorporate community priorities within broader recovery and development objectives, and help crisis affected people to acquire new knowledge and skills that empower them to expand their opportunities and choices. Within this framework UNDP highlights the importance of deepening resilience by 'building back better' through swift and effective initiatives. The most successful and sustainable projects exhibit a strong adherence to the following principles which are referred to in more detail throughout the guidance note:

- 1. Maximizing the engagement and skills development of local people and communities** – significant sections of the guidance note below focuses attention on the ways in which this can be best achieved. For example, this may incorporate the design of training and job creation with emphasis on the most vulnerable, internally displaced persons (IDPs), ex-combatants and young people. Labour-intensive methods can be used to help generate short-term employment opportunities, providing people with new skills in the process. Ensuring that employment is provided for the most vulnerable after a disaster offers a temporary solace, especially in light of the fact that it is most frequently the poorest members of the community that are hardest hit;
- 2. Empowerment of women and promotion of gender equality** – taking into account the needs, concerns and priorities of both men and women and incorporate a design that allows participants to fulfil both work and family commitments. For women, this may include putting measures in place to ensure equitable wages and safe work-place conditions for women, or combining emergency employment with forms of support that are particularly useful to women, such as start-up grants for setting up home-based enterprises;
- 3. Building capacity and social capital through effective coordination, communications and partnerships** – building and maintaining extensive relationships with local non-government organizations (NGOs), community based organizations (CBOs), local authorities and the private sector. UNDP promotes coherent and coordinated approaches among all partners to ensure harmonization, avoid conflict and reduce duplication. In its support to national and local authorities, UNDP is prepared to coordinate, act as catalyst or facilitator and engage in partnerships with a wide variety of organizations with similar objectives. In support to the United Nations Country Team (UNCT), led by the Resident Coordinator or Humanitarian Coordinator (when the Humanitarian Country Team is activated), UNDP also engages as the cluster lead on early recovery and plays an important role in the socio-economic reintegration of IDPs and ex-combatants. To all of these roles, UNDP brings a wealth of experience in partnering with a wide range of agencies to implement emergency employment activities on a large scale. In particular, UNDP has strong ties with the Food and Agriculture Organization (FAO), the International Labour Organization (ILO), the United Nations Capital Development Fund (UNCDF), World Food Programme (WFP) and United Nations Human Settlements Programme (UN-HABITAT) in developing emergency employment and enterprise recovery projects;
- 4. Environmental protection** – a commitment to not only conserve natural resources but to innovate at all levels in environmental and energy issues, for example, by introducing or expanding jobs that help to protect and restore ecosystems, promote a low-carbon economy, avoid generation of waste and pollution, and/or reduce consumption of energy, materials, and water;
- 5. Conflict sensitivity** – ensuring safeguards against the risks of creating social divisions, aggravating local tensions, potential for corruption and misuse of assistance, and for designing such in emergency employment and enterprise recovery projects in a way that brings people together and ensures that all groups in a target community are included; and
- 6. Investing in disaster risk reduction (DRR)** – as national and local authorities and local communities pick up the pieces after a disaster, tried and tested principles and strategies of DRR can be systematically integrated into emergency employment and enterprise recovery projects. For example, by ensuring that any infrastructure built or rehabilitated under an emergency employment scheme or through start-up assistance is disaster-resistant.

Despite their overwhelmingly devastating impact, disasters also provide opportunities for constructive change. Apart from quickly getting the community back on its feet, rapid recovery, including emergency employment and enterprise recovery projects, can make a contribution towards strengthening resilience in the future.



## 1.2. WHAT CONSTITUTES 'EMERGENCY EMPLOYMENT' AND ENTERPRISE RECOVERY'?

Emergency employment creation and enterprise recovery are widely utilized forms of employment generation for crisis and post-crisis communities. They are two streams of complementary programming which can be pursued as initial interventions in the early stages of a crisis or post-crisis situation, in order to promote economic and social stability in vulnerable communities. An emergency employment project can boost the purchasing power and consumption of crisis affected people, enabling them to meet their immediate needs and reduce their vulnerability while recovering from shocks. Emergency employment, particularly when coupled with enterprise recovery support, can also help crisis affected people to develop or regain sustainable livelihood assets and contribute to the revival of the local economy.

**Emergency employment creation** is defined as the immediate creation of temporary jobs, where predominantly unskilled labour is employed to carry out labour-intensive public works schemes or other short-term activities prioritized by crisis affected communities. The objective of emergency employment in crisis and post-crisis situations is to support immediate livelihoods stabilization for vulnerable communities. Emergency employment interventions enable the rapid injection of cash into the local economy and also mobilize activities that benefit entire communities. In some cases, emergency employment can support the quick and safe return of displaced people to their homes in the aftermath of a disaster or conflict. In slow-onset crises caused by natural hazards, such as drought, emergency employment can be activated through early warning systems and be used to form part of safety net programmes.

UNDP mainly implements emergency employment programmes that support a 'cash-for-work' modality. 'Cash-for-work' projects involve the provision of wage payments in exchange for labour through short-term activities such as: development or rehabilitation of rural and urban infrastructure of crisis affected communities, for example irrigation canals, river embankments, flood protection measures (land terracing, ditches, etc.), feeder roads, community markets, schools and health centers; clearance of debris; land preparation for farming activities; and others. Where feasible, UNDP promotes the engagement of community-based organizations (CBOs) to support implementation of emergency employment activities at the local level. Partnership arrangements with CBOs may include provisions to enable the communities themselves to contribute additional labour, materials, and/or cash towards the implementation of activities. Agencies implementing food aid programmes, such as WFP, also utilize 'food-for-work' as a programming option. In some cases, a combination of food-for-work and cash-for-work modalities can be adopted. Emergency employment projects typically last for up to six months for minor disasters, but the threshold is at least a year for major disasters, and even longer after conflicts. When the duration is longer, different components of the intervention may have varying levels of intensity or phase out over time. This may be due to seasonality factors, for example when a large public works scheme is used to cover a lost crop cycle for recovery. This also can be part of the project's or exit plan, for instance when the initiative becomes embedded in a safety net programme or when cash-for-work schemes are scaled down as other longer-term opportunities become more accessible.

**Enterprise recovery** supports employment creation through the quick recovery of small businesses and micro-enterprises that lost productive assets during a disaster or conflict. The objective is to support local entrepreneurs to generate income through self-employment. This support usually comes in the form of 'start-up grants' or 'start-up packages' to local entrepreneurs who have lost some or all of their livelihoods assets but usually have some work experience or remaining assets that can be used or reactivated in livelihoods activities with short production and sales cycles. The term 'start-up grant' refers to seed money or capital that is provided to local entrepreneurs for the purpose of reestablishing or jumpstarting income-generating or entrepreneurial endeavours. A 'start-up package'—also referred to as a 'start-up pack' or 'start-up kit'—can include equipment, tools, other inputs (for example, seeds), training and technical assistance.

While fewer employment opportunities can be created through enterprise recovery support in the same period of time as an emergency employment scheme, the jobs created or safeguarded through enterprise recovery support are more likely to be sustainable. In addition, by signalling that the post-crisis situation is stabilizing, the restarting of small businesses can help create public confidence and facilitate local economic recovery. For these reasons, some UNDP emergency employment projects include an enterprise recovery component and also link up beneficiaries to longer-term opportunities such as micro-credit, saving schemes and training. In Burundi, for example, this has facilitated achievement of sustainable recovery impact because some beneficiaries have utilized earnings from initial emergency employment support to then start up their own small businesses.

Emergency employment interventions utilizing a cash-for-work modality often entail a far larger cash transfer component than is generally required for enterprise recovery interventions. In certain situations, the quick injection of well-targeted start-up grants may be all that is required to put a crisis affected population swiftly back on its feet.

Emergency employment and enterprise recovery interventions can help to rapidly create the conditions for recovery, through the ways outlined in the table below.

TABLE 2. HOW EMERGENCY EMPLOYMENT AND ENTERPRISE RECOVERY SUPPORTS RAPID RECOVERY	
Stabilization (in conflict settings)	The creation of jobs and income security can provide a peace dividend for targeted high-risk groups, such as youth, ex-combatants, and socially excluded people which can support short-term stability and ultimately sustainable peace. Such interventions can be a critical entry point for supporting socio-economic reintegration, social inclusion and social cohesion, by bringing people together to reduce vulnerability and make a meaningful contribution to society through important activities, for example, the clearing of debris, roads and land; the rebuilding of community facilities; harvesting of crops, and the development of land for housing or agriculture.
Boost dignity and self-reliance	Helping people generate an income through employment empowers them to support themselves and their families, regain control of their lives, and expand their choices.
Promotion of social and gender equity	Provision of well-targeted employment opportunities can benefit the most vulnerable and enable women to exercise decision-making power over resources.
Multiplier effect and revival of local markets	Cash can help generate income which, can, in-turn, generate more jobs in a community as people spend the money locally and support local businesses.
Quick impact	Emergency employment and enterprise recovery interventions can begin swiftly and do not generally require significant logistical support, unless there are major security requirements (for example, those associated with distribution of cash wages). Cash-based programming often has a much lower transaction cost than other forms of humanitarian intervention. Almost every single dollar of donor assistance goes directly to the affected population. Where available, electronic and mobile transfers (as supported by UNDP through the <a href="#">‘Better Than Cash’ alliance</a> ), smart cards and savings accounts in banks and credit unions can even increase the speed, accountability and effectiveness of cash transactions.
Capacity and skills development	Emergency employment and enterprise recovery projects can help people develop skills, capacities, a stronger sense of self-worth and community. Although the focus on short-term support they can help create long-term opportunities when money earned from short-term employment is spent on long-term family investments, such as education, or when beneficiaries are linked to saving schemes, micro-credit opportunities, training and business development services which enable them to establish or re-activate small businesses. The involvement of local institutions in implementation can contribute to local capacity building.
Recovery of local basic, social and productive infrastructure	Emergency employment activities lend themselves to the rehabilitation and development of basic social, economic and productive community assets and infrastructure through activities such as debris management and waste collection or the restoration of critical public facilities such as health centres, schools, markets, rural roads, irrigation canals, drainage systems, and river embankments.

UNDP has become increasingly active in the field of emergency employment creation and enterprise development. Experiences at country level have shaped UNDP’s overall approach to ‘emergency employment and enterprise recovery’ in crisis and post-crisis contexts and have more generally strengthened its role in promoting early recovery. As the humanitarian cluster lead on early recovery, UNDP’s role in emergency employment and enterprise recovery is rooted in its overall commitment to solutions which promote sustainable development, are conflict and disaster-sensitive, and promote gender equality.

UNDP's experience in the reintegration of returnees, ex-combatants, youth and IDPs further supports the integrated approach to recovery and development.

Within this context, emergency employment is vital among a number of options to be considered in a crisis or post-crisis situation as part of a wider recovery or area-based strategy. UNDP has adopted the United Nations (UN) 'Three Track Approach' which is described in the box below:

### Box 1. The UN Three Track Approach

(From the [UN Policy for Post-Conflict Employment Creation, Income Generation and Reintegration](#))

The UN Policy for Post-Conflict Employment Creation, Income Generation and Reintegration, adopted in 2009 and co-authored by UNDP and ILO, provides the framework to design and implement enduring and coherent employment and livelihoods programmes as critical peace-building and recovery tools. Though designed for post-conflict situations, UNDP has adapted the approach to apply in disasters as well.

Track A focuses on emergency employment to help people rebuild their lives and restore livelihoods in the immediate aftermath of disaster or post conflict recovery. Track A also includes activities aimed at creating self-employment through livelihoods start-up grants to restart small businesses and micro-enterprises that have been lost due to conflict or disaster. This guidance note aims to guide project design and implementation of activities falling under Track A.

Track B concerns local economic recovery and community driven recovery programs, often applied to an area based development approach at local level. This track helps in the consolidation phase of the peace process or recovery and includes capacity development of local human resources (i.e. skills training), access to finance (e.g. savings and micro-loans), market based economic activities, pro-poor value chains and includes governments at national and local level, as well as civil society and the private sector.

Track C focuses on sustainable employment creation through the promotion of an enabling environment, labour market mechanisms and institutions and private sector recovery.

All three tracks should be pursued concurrently, and should be initiated at an early stage, particularly tracks A and B.

In the early stages of a crisis or post-crisis situation, there is a natural tendency to focus solely on provision of short-term emergency employment support. However, the UN and UNDP's approach is to carry out complementary initiatives in all three tracks (A, B, and C) at an early stage, and – ideally – to start them all at the same time. This facilitates the easy translation of initial emergency interventions into economic recovery and inclusive growth, and ensures that the longer-term process of strengthening capacities, policies, institutions, and mechanisms begins as soon as possible. Track A will often constitute the main job creation package in the initial stages and should be progressively scaled down, while Track B and C increase in momentum over time. UNDP typically has a strong role to play in Track A and B interventions and can influence the establishment of Track C interventions. UNDP's involvement may take a variety of forms. One option is for UNDP to administer an emergency employment and enterprise recovery programme which contains components from each of the three tracks. Where possible, another good option is for UNDP to plan and implement a UN joint programme combining the three tracks, with agencies such as ILO, UNCDF, FAO, WFP, etc. (No matter the form of UNDP's involvement, complementarity with ILO is necessary as the agency plays a lead role in Track C interventions and sometimes also engages in Track A and B initiatives.)



## 2. THE PLANNING PHASE: DEVELOPING THE PROJECT DOCUMENT



*Haitian men and women work in tandem in Fort National, Port-au-Prince, in order to complete the arduous task of shifting debris generated by the 2010 earthquake, sometimes one piece at a time, to a temporary collection site, before the debris is transported to recycling or dumping sites.  
Photo credit: UNDP Haiti.*

This section focuses on a number of key issues to take into account when developing a project document for debris management. The related stages of the UNDP project management cycle, as detailed in the UNDP Programme and Operations Policies and Procedures (POPP) are the '[Justifying a project](#)' and '[Defining a project](#)' stages. The main sub-sections fall under the familiar titles of: 1) Situation Analysis (including assessment); 2) Programme Strategy; 3) Results Framework; 4) Risk Assessment; 5) Management Arrangements; 6) Operational Support; 7) Partnerships; 8) Monitoring and Evaluation; 9) Resource Mobilization; and 10) Communications Strategy. A quick checklist for the planning phase concludes the section.

### 2.1. THE SITUATION ANALYSIS (INCLUDING ASSESSMENT)

The first step in formulating a debris management project is undertaking the situation analysis. The situation analysis scopes out the general political, institutional, economic and social context, and then, within a post crisis/post disaster setting, moves directly into a more penetrating initial analysis of the impact. The situation analysis introduces the urgent recovery needs which the project will seek to address. The rationale for UNDP assistance in the area of debris management is set out alongside its comparative advantages and fit within a more comprehensive early recovery and development framework. One section should be dedicated to the strategic business case for UNDP engagement as part of the United Nations Development Assistance Framework (UNDAF), as a member of the UNCT, and/or as lead of the Cluster Working Group of Early Recovery (CWGER) at the country level. The situation analysis may be informed by a review of primary and secondary data, reports of trusted third-party organizations, government statistics or other relevant local survey information.

The following table provides a useful review of issues that need to be explored when developing a comprehensive situation analysis, including detailed considerations that may be covered during the assessment and information-gathering process.

**TABLE 3. KEY ASSESSMENT CONSIDERATIONS**

Issue	Key considerations	Data sources
Need for emergency employment and enterprise recovery support across different locations and population groups	<ul style="list-style-type: none"> <li>Impact of the crisis on businesses and on employment of the population;</li> <li>Number of small businesses that lost assets and number of people affected by loss;</li> <li>Number and location of communities that would most benefit from emergency employment and enterprise recovery support; number of community members that would benefit from emergency employment and enterprise recovery support; and</li> <li>The profiles and differentiated needs of people within specific population groups: men, women, youth, IDPs, returnees, people with special needs (disabilities, HIV/AIDS) and ex-combatants, single-parent headed households</li> </ul>	Livelihoods and economic recovery assessment (as described in the <a href="#">UNDP Guide on Livelihoods and Economic Recovery Programming</a> ) Emergency needs assessments
Implications of local market conditions on the design of an emergency employment and enterprise recovery intervention	<ul style="list-style-type: none"> <li>Whether or not local markets are functioning;</li> <li>Whether or not crisis affected areas have chronic food insecurity, and if so, what is causing it;</li> <li>Whether or not population's access to food currently constrained by supply or demand factors, and if food and basic commodities available at reasonable prices;</li> <li>The main employment characteristics of small businesses and in which sectors they fall;</li> <li>How informal and formal sectors have been affected by the crisis; proportion of retailers/traders dependent on the informal private sector;</li> <li>Capacity of micro-finance institutions/ local banks and money transfer agencies to support cash transfers;</li> <li>Availability of local markets and traders to supply equipment/tools at reasonable prices; and</li> <li>Presence of risks associated with use of cash-for-work modality.</li> </ul>	Emergency market assessment (an example of this tool can be found at <a href="http://emma-toolkit.org/">http://emma-toolkit.org/</a> )
Suitability of potential partners	<ul style="list-style-type: none"> <li>Impact of crisis on the government; current implementation capacity of government at central and/or local levels; existence of ministries with technical skills and experience with emergency employment project implementation;</li> <li>UNDP CO capacity to administer, implement, monitor and evaluate the programme and any capacity gaps; and</li> <li>Presence of other organizations (e.g. private sector, NGOs, CBOs) with experience in emergency employment and/or working with UNDP, the existing technical capacity they possess and gap areas in their technical capacity (e.g. engineering, design).</li> </ul>	Capacity assessment (see the POPP <a href="#">Capacity Assessment for Project Implementation checklist</a> tool)
Opportunities and threats to integrating priority cross-cutting issues in the local context	<ul style="list-style-type: none"> <li>Specific environmental risks or opportunities that need to be taken into account;</li> <li>Opportunities/threats that the crisis represents for building back better;</li> <li>Opportunities/threats to ensure that disaster prevention measures are adopted;</li> <li>Risks of increasing vulnerability among participants (e.g. for women known to possess cash); and</li> <li>Events, actions, and decisions that are actual or potential trigger factors for conflict and what consequences these trigger factors had or will have on the structural causes of conflict.</li> </ul>	Conflict analysis  Livelihoods and economic recovery assessment (see above)
Security risks and associated mitigation measures	<ul style="list-style-type: none"> <li>Whether UNDP and partners are able to access and monitor crisis areas;</li> <li>Any underlying tensions among population groups;</li> <li>Security issues related to women's participation, cash payments or the establishment of small enterprises; and</li> <li>Security requirements for the safe distribution of cash wages-</li> </ul>	Security assessment
Feasibility and cost-effectiveness of payment methods	<ul style="list-style-type: none"> <li>Methods of payment that are available, feasible and acceptable to the community (e.g. through NGOs/CBOs, direct distribution, electronic bank transfers, microfinance institutions, money transfer companies, or through mobile phones); and</li> <li>Most cost-effective method of payment to transfer cash and/or provide vouchers.</li> </ul>	Emergency market assessment (see above)
Resource availability	<ul style="list-style-type: none"> <li>Level of resources to respond to needs;</li> <li>Availability of resources;</li> <li>What available resources can be allocated quickly; and</li> <li>Resources that can be mobilized for immediate release.</li> </ul>	See section 2.9 for a list of resource mobilization opportunities

## 2.2. PROGRAMME STRATEGY

The programme strategy should outline briefly the main aims of the emergency employment and enterprise recovery support, including how short-term initiatives will transition into longer-term objectives. It should attempt to summarize the over-arching outcome and effect that the project is striving towards and how each of the outputs to be delivered will contribute to the attainment of the outcome. It should also make clear how the project will work with and help build sustainable national and local capacities and how the project will integrate within national development plans and priorities. It should make reference to other UN and UNDP projects, and how it seeks to complement them.

In developing the programme strategy, it can be helpful to conduct a response analysis (possibly in the form of a Strengths, Weaknesses, Opportunities and Threats, or SWOT analysis), that is based on the findings of the situation analysis. The response analysis helps to ensure that the design of the project is optimized in relation to realities and issues on the ground. The analysis should shed light on the following strategic considerations.

**TABLE 4. KEY STRATEGIC CONSIDERATIONS**

Common to both emergency employment and enterprise recovery	Specific to emergency employment	Specific to enterprise recovery
<ul style="list-style-type: none"> <li>• Full and proper integration of the cross-cutting priorities;</li> <li>• Identification and ranking of beneficiary targeting criteria in order to promote a focus on the poor and vulnerable;</li> <li>• Assessment and selection of the most appropriate project partners and implementation/partnership modalities; and</li> <li>• Development of a viable communication strategy which manages expectations of beneficiaries and stakeholders and ensures transparency and accountability on key issues (e.g. beneficiary targeting).</li> </ul>	<ul style="list-style-type: none"> <li>• Selection of appropriate modality: whether to use cash-for-work, food-for-work, or a combination of the two (a decision tool can be found on the Emergency Employment <a href="#">page</a> of the UNDP intranet site for Signature Products); and</li> <li>• Appropriate wage rates and the basis on which wages will be paid (e.g., per unit, per day, or as a lump sum), if cash-for-work is selected as a payment option.</li> </ul>	<ul style="list-style-type: none"> <li>• Determination of the type/s and amount of start-up assistance to be disbursed, based on emergency needs assessments and emergency market assessments;</li> <li>• Identification of economic sectors and productive activities characterized by relatively high returns in short production and sale cycles; and</li> <li>• Identification of local institutions and services that can help start-up grant applicants prepare their business plans or feasibility studies, monitor the businesses as they grow and expand, and boost their self-reliance and managerial capacity of beneficiaries.</li> </ul>

UNDP's emergency employment and enterprise recovery projects often rely on broader recovery frameworks, which help ensure that interventions are not stand-alone and contribute to recovery and development outcomes. Emergency employment is often combined with debris management and/or community infrastructure rehabilitation interventions, which both favour labour-intensive and community driven approaches to support the recovery of crisis affected communities, in particular, the poorest and most vulnerable. Since emergency employment and enterprise recovery also link directly to UNDPs portfolios for poverty reduction, environment, and governance it is therefore critical that all UNDP CO programme units collaborate in the planning phase in order to ensure that the core programming features listed are prominently reflected in the project.

When many partners are involved in livelihoods stabilization interventions, the immediate set-up of an effective coordination mechanism to facilitate interagency advocacy, planning, and programming is essential. Such a mechanism may be set up within a UNDP-led cluster for specific early recovery activities (e.g. covering governance, livelihoods, and social cohesion), and where possible, the mechanism should be established with government leadership. Depending on context, coordination with other sectors/clusters (e.g. shelter, food/agriculture, etc) may also be both necessary and advantageous to the intervention.

One of the most important considerations is how to ensure that short-term emergency employment and enterprise recovery interventions will contribute to restoration of livelihoods and economic recovery in the long-term.



The UN three-track approach, described earlier in section 1.2, recommends that Track A interventions (including emergency employment and enterprise recovery interventions) be linked to longer-term Track B and C interventions. The [Minimum Economic Recovery Standards](#) developed by the Small Enterprise Education and Promotion (SEEP) Network also provide guidance on this issue. Any emergency employment and enterprise recovery project should include a clear exit strategy which details how the project will support a realistic path to sustainable outcomes. The exit strategy will foresee a gradual phasing-out of project activities so that the beneficiaries of emergency employment projects have long-term employment and income-generation prospects (and are not all left without employment at the same time) and so that beneficiaries of enterprise recovery projects are supported in their graduation to reliance on market-based mechanisms. The exit strategy should be closely linked to the communications strategy, so that beneficiaries are encouraged to plan, from the very start, for the time when their arrangement ends.

Below is a list of some concrete ways to ensure that an emergency employment and enterprise recovery project contributes to sustainable results:

- **Targeting the longer-term unemployed and chronically vulnerable** - when the beneficiary selection process is properly informed, as in [Burundi](#), where UNDP carried out a socio-economic profiling exercise to support the beneficiary selection process, a short-term project can contribute to long-term employment and income generation opportunities for the chronically vulnerable/poor and socially excluded groups. Careful targeting enables UNDP to tailor project design to better meet the needs, concerns, and priorities of beneficiaries. For example: women sometimes face a number of barriers to participating in emergency employment activities or establishing small enterprises, but through special attention to the design of activities, in a way that flexibly caters to their situation and needs, their participation can be increased. Active community engagement is vital throughout the planning phase, including in the beneficiary selection process. In [Haiti](#) and [Myanmar](#), 'early recovery committees' in affected communities helped ensure integrity in the process of selection;
- **Selecting public works and community infrastructure rehabilitation activities that generate local economic benefits (in emergency employment interventions)** - for example, by selecting irrigation canals, feeder roads, bridges, development of agricultural land for infrastructure rehabilitation, or debris clearance activities, the project may make a contribution to increased crop production and improved access to local markets and social services;
- **Prioritizing enterprises that promote sustainable energy production** - enterprises that provide hydro-electricity, solar energy or promote energy-saving stoves are often prioritized in enterprise recovery projects in crisis and post crisis situations. These initiatives could be linked to programmes improving access to land or community land management initiatives;
- **Promoting linkages with local financial services** - emergency employment and enterprise recovery projects can include innovative approaches to microfinance, involving microcredit, savings, and/or micro-insurance. This helps crisis affected groups, households and key entrepreneurs establish or scale-up their businesses. Beneficiaries can form saving groups and establish credit with microfinance institutions or, as in the Burundi case, a percentage of their wage can be withheld and paid into a bank account upon completion of the employment period. (See the [Burundi case studies](#) on emergency employment and rapid enterprise recovery). The introduction of a savings component at the inception of the Burundi emergency employment initiative encouraged beneficiaries to make savings from daily earnings and enabled them to work towards entrepreneurial goals or make long-term investments for their households or enterprises (e.g. education). Beneficiaries of enterprise recovery support can also be encouraged to contribute a percentage of a start-up grant to the development of their enterprise. This helps to ensure ownership and sustainability. In Somalia, a 20 percent community contribution was generated. Coordination between the provision of start-up grants and local microfinance initiatives, where they exist, is essential to ensure a positive contribution to restoring livelihoods;
- **Supporting provision of business development services** - these are non-financial services (e.g. market access, input supply, access to technology, product development, training, infrastructure, etc.) can be provided to groups, households and entrepreneurs in order to help them develop enterprises in the aftermath of a crisis. They complement financial services (e.g. credit);

- **Integrating training, education, and apprenticeships, especially into projects which target youth** - ILO and UNDP have done joint initiatives that combined emergency employment and/or enterprise recovery support with vocational and skills assessments and training (including apprenticeships/job placements and scholarships), local economic development and business development services, for example in [Kosovo](#) and in [Haiti](#). Start-up grants and packages offered without training—or training provided without enhanced employment opportunities—can easily discourage young or inexperienced workers. A particularly useful resource for enterprise recovery training is ILO's '[Start and Improve Your Business](#)' (SIBY) training which is a management-training programme that focuses on starting and improving small businesses as a strategy for creating more and better employment which can be provided to groups, households and entrepreneurs. ILO has developed modules for training which can be incorporated into or as a succession to an enterprise recovery grant;
- **Engaging local government, private sector, and/or local NGO/CBOs in the planning and implementation of projects** - the involvement of local institutions and actors in implementation can contribute to local capacity development and even state building. It is important to ensure that a strategy for public-private partnerships and engaging the private sector is developed early on. One entry point for bringing together public and private sector is to invest in “green job” creation;
- **Linking to the Government’s recovery and development plans and programmes at national and local levels** - emergency employment and enterprise recovery interventions may be supported by UNDP and other partners within national frameworks. Projects should link up to government’s recovery and development strategies and plans at national and local levels. When government-led national or local employment and public works programmes exist, it is important to integrate emergency employment into them, for example, in [India](#) UNDP has supported the government in implementing the Rural Employment Guarantee Act. In some countries, national employment schemes act as safety nets that are now a central and integral part of the social protection strategy, usually outside of the context of crises; and
- **Linking to national policy and institutional development** - programmes for community-based livelihoods recovery can fail to create sustainable results when they are insufficiently linked with national policy and institutional development. In all of the strategic interventions it supports—including those aiming for rapid recovery in crisis and post-crisis situations—UNDP strives for long-term inclusive economic growth, poverty reduction, and achievement of the Millennium Development Goals (MDGs).

## 2.3. RESULTS FRAMEWORK

The table below provides examples of the indicative outputs, indicators and activities that could form part of the results and resources framework of an emergency employment and/or enterprise recovery project. Local circumstances should determine if these outcomes, outputs or activities are appropriate, or alternative ones need to be developed to suit the conditions:

**TABLE 5. INDICATIVE RESULTS FRAMEWORK**  
**OUTCOME: REVIVAL AND STABILIZATION OF CRISIS AFFECTED COMMUNITIES**

Outputs	Indicators	Activities
<b>A. Emergency Employment</b>		
Identification of temporary employment opportunities for crisis affected populations	<ul style="list-style-type: none"> <li>Assessment and documentation of target groups.</li> </ul>	<ul style="list-style-type: none"> <li>Review/analysis of secondary data including lessons learned to inform programme design;</li> <li>Set-up of institutional arrangements for selection of beneficiaries and activities;</li> <li>Selection of implementing partners; and</li> <li>Carry out baseline surveys.</li> </ul>
Community driven emergency employment activities implemented	<ul style="list-style-type: none"> <li>Volume of debris removed (cubic meter);</li> <li>Roads/canals cleared (km);</li> <li>Latrines cleaned/rehabilitated;</li> <li>Agricultural land cleaned (ha);</li> <li>Drainage ditches cleaned or flood mitigation structures repaired (m);</li> <li>Number of workdays created; and</li> <li>Number of men and women participating/employed.</li> </ul>	<ul style="list-style-type: none"> <li>Implement project activities taking into account community needs and capacity of partners; and</li> <li>Monitoring system set-up to measure output and impact.</li> </ul>
Capacity of institutions strengthened	<ul style="list-style-type: none"> <li>Cooperation agreements concluded with bi/multi-lateral organizations;</li> <li>Quality and effectiveness of services delivered; and</li> <li>Timing and quality of monitoring and reporting data from implementing partner is available (either on-line or through reports).</li> </ul>	<ul style="list-style-type: none"> <li>Assessment of the capacity of implementing partners;</li> <li>Carry out specific training for cash for work project;</li> <li>Entry into co-operation agreements with key partners; and</li> <li>Carry out proposal writing.</li> </ul>
<b>B. Enterprise Recovery</b>		
Enterprise opportunities taken	<ul style="list-style-type: none"> <li>Number and type of small-scale enterprises identified; and</li> <li>Number of men and women entrepreneurs identified.</li> </ul>	<ul style="list-style-type: none"> <li>Local economic recovery assessment carried out;</li> <li>Communications package developed; and</li> <li>Assessment and documentation of target group.</li> </ul>
Local enterprises strengthened	<ul style="list-style-type: none"> <li>Number of jobs safeguarded;</li> <li>Amount of start-up grants (in US\$) provided by gender and type of enterprise;</li> <li>Number of micro and small/medium enterprises established six months after project commencement;</li> <li>Number of self /wage employment created, by gender;</li> <li>Business development services provided to X% of grant recipients within X months of project start date;</li> <li>Markets rehabilitated/established;</li> <li>Recipients of business training; and</li> <li>Enterprises benefitting from microfinance.</li> </ul>	<ul style="list-style-type: none"> <li>Establishment of a review committee to vet and identify promising businesses;</li> <li>Set-up of grant distribution and monitoring mechanisms;</li> <li>Profiling of direct beneficiaries – establish baseline to measure impact;</li> <li>Assess training needs;</li> <li>Assess capacity of potential partners and select partners to implement project activities;</li> <li>Select business development services or establish a business development services facility that is accessible to crisis affected people and provides services to formal and informal micro and small businesses;</li> <li>Deliver an integrated system of skills, business, and conflict prevention training;</li> <li>Link households and communities with microfinance services; and</li> <li>Evaluation and monitoring services.</li> </ul>



## 2.4. IDENTIFYING AND MITIGATING RISKS

Risk, as defined in UNDP policy, is the possibility that an event would occur and affect the achievement of outputs. As such, it can represent a threat or a missed opportunity. Risk is a major factor to be considered in designing any project: detailed guidance is available in the [Enterprise Risk Management](#) section of the UNDP POPP, which should be reviewed thoroughly.

Table 6 below outlines some of the common risks that might be expected to arise in the course of an emergency employment and enterprise recovery project as well as some measures aimed at mitigation. It is important to note that these are not exhaustive, and particular circumstances will exist within each new context. A careful appreciation of the risks and strategies to mitigate them should be worked through systematically by the CO before embarking on the project.

**TABLE 6. COMMON RISKS AND ASSOCIATED RISK MITIGATION MEASURES**

Risk classification	Nature of risk	Risk mitigation activities
Reputational	<ul style="list-style-type: none"> <li>• UNDP unable to deliver on-time or maintain quality control of large-scale interventions;</li> <li>• Poor implementation capacity of partners;</li> <li>• Projects/programmes fuel tensions and lead to demonstrations or conflict which negatively affects UNDP's reputation; and</li> <li>• Unexpected funding shortfall.</li> </ul>	<ul style="list-style-type: none"> <li>• Put in place communications strategy to manage expectations;</li> <li>• Pre-qualify NGOs, request temporary capacity support (through the SURGE or ExpRes mechanisms), request activation of fast track procedures;</li> <li>• Put in place robust monitoring system;</li> <li>• Select partners that are accountable to UNDP, have capacity to deliver on project outputs and are considered fair and neutral by the communities involved;</li> <li>• Provide capacity building support to local NGOs and CBOs;</li> <li>• Undertake a proper conflict and market analysis; and</li> <li>• Put in place a clear institutional framework and/or standing agreements with national/ local authorities that defines policies and level of engagement.</li> </ul>
Security	<ul style="list-style-type: none"> <li>• Support does not reach targeted areas due to insecurity; and</li> <li>• Cash cannot be delivered to beneficiaries.</li> </ul>	<ul style="list-style-type: none"> <li>• Deliver through intermediaries such as government bodies, local NGOs/CBOs, or private sector organizations.</li> </ul>
Environmental	<ul style="list-style-type: none"> <li>• Unsustainable use of natural resources due to the urgency of employment creation; and</li> <li>• A large project's impact on the use of the natural resources which play a role in generating conflict.</li> </ul>	<ul style="list-style-type: none"> <li>• Identify environmental risks and the role of natural resources in conflict and address them in the project planning stage.</li> </ul>
Gender-related	<ul style="list-style-type: none"> <li>• Reinforcing certain gender roles through the choice of employment projects; and</li> <li>• Unintentionally excluding women from taking part in projects (due to domestic obligations or not allowed to take part in certain types of work etc).</li> </ul>	<ul style="list-style-type: none"> <li>• Identify key gender-related risks for the context and address them in the project planning stage.</li> </ul>

**TABLE 4. COMMON RISKS AND ASSOCIATED MITIGATION MEASURES (CONT.)**

Risk classification	Nature of risk	Risk Mitigation
Financial and transparency	<ul style="list-style-type: none"> <li>Resources being diverted and not reaching the targeted population, rent-seeking behavior is common;</li> <li>Diversion of cash towards anti-social behavior or criminal activities; and</li> <li>Selection of beneficiaries exposed to fraud (e.g. lists of fake workers).</li> </ul>	<ul style="list-style-type: none"> <li>Careful, systematic and rigorous implementation of monitoring;</li> <li>Innovative payment modalities such as through mobile money accounts (via mobile phones); and</li> <li>Random spot checks, proper registration process, close coordination with local/central authorities and communities and to the extent possible, a transparent and participatory process in designing, appraising and implementing the project.</li> </ul>
Project-specific	<ul style="list-style-type: none"> <li>Creating undue expectations that the programme will create more longer-term employment opportunities than it does;</li> <li>Work not be implemented with sufficient technical quality or are not sufficiently disaster resistant and become a liability;</li> <li>Public misconceptions about the project leading to demonstrations by the population;</li> <li>Public disaffection caused by a lack of coordination with other organizations working in the same field but using different rates;</li> <li>Project does not sufficiently take into account gender and social equality aspects (e.g. women or people with disabilities placed at a disadvantage because physical work requirements favour male labourers without disabilities);</li> <li>Children under the minimum working age seek work;</li> <li>Distortion of the labour market: wages set too high can divert labour from productive activities and private sector employment; and</li> <li>Employment and training opportunities provided do not match actual market needs.</li> </ul>	<ul style="list-style-type: none"> <li>Design project on basis of the UN three track approach in mind, particularly the linkage between track A and B (e.g. combine emergency employment with skills training and other livelihoods support, informed by labour market analysis)</li> <li>Develop sound communications strategy around planned project activities and objectives;</li> <li>Undertake hazard mapping and disaster sensitive programming, put in place strong technical quality control with sufficient civil engineering capacity to monitor works;</li> <li>Establish coordination mechanism (e.g. through UNDP-led cluster for specific early recovery activities);</li> <li>Actively engage the community throughout the project cycle;</li> <li>Include quotas or specific activities for disadvantaged groups;</li> <li>Check the age of young workers and closely monitor their participation in the project activities;</li> <li>Carefully set wages and enterprise recovery grants to avoid market disruptions for goods and labour; and</li> <li>Establish clear and transparent criteria for enterprise recovery grant proposal submission and approval.</li> </ul>

## 2.5. MANAGEMENT ARRANGEMENTS

The management of emergency employment and enterprise recovery projects is a complex undertaking that requires skills that are not always available within the UNDP CO. In these cases the most effective option, through consultation with government and donors, may be to build on the existing programme and to integrate an emergency employment and/or enterprise recovery component within an ongoing 'area-based' type of programme. Area-based initiatives, running at the time of the disaster, have proven to be quite versatile programming approaches capable of being expanded to incorporate post-disaster rapid response and early recovery challenges. Where there is no area-based project to build on CO capacities may otherwise need to be strengthened in the short term until the full time appointment of an emergency employment/enterprise recovery expert is made to manage the project.

Temporary supplementary capacities can be readily provided through UNDP's [SURGE](#) or [ExpRes](#) deployment mechanisms, both housed within BCPR. The SURGE mechanism is designed to deploy experienced in-house capacity, i.e. UNDP staff, in order to provide support to COs responding to the immediate programmatic and operational requirements generated by a crisis; the ExpRes mechanism is designed to deploy experienced consultants to provide support to COs in the context of any crisis prevention and recovery (CPR) initiative.

The structure and composition of the emergency employment/enterprise recovery team will need to reflect the aspirations of the CO and government counterpart's intended method of delivery (see paragraph below relating to the various forms of implementing modality and responsible party arrangements that exist). Experts with specialized skills, technical knowledge, prior experience and a full understanding of emergency employment/enterprise recovery will be required in a major post-crisis context. Generic SURGE job profiles, i.e. Terms of Reference (TORs), have been developed for an [emergency employment expert and enterprise recovery expert](#), able to help to start up or lead an immediate UNDP emergency employment/enterprise recovery project. (Should short-term support be mobilized through the SURGE mechanism, the CO would need to simultaneously make strenuous recruitment efforts to ensure succession of the temporary SURGE Advisor with the permanent appointment of a Project Manager.)

Regardless of the implementation modality, as soon as the project fully designed and cleared by the Local Project Appraisal Committee (LPAC), it is an imperative for implementation to commence immediately. Emergency employment/enterprise recovery projects will need to include measures to swiftly prioritize employment and enterprise components in close consultation with the community, agree selection criteria, identify areas of greatest need, and formalize engagement with the 'responsible parties' that possess the requisite specialist capabilities and strong community engagement approaches.

A comprehensive emergency employment/enterprise recovery programme should incorporate the core functions: 1) a project management team, responsible for the day to day implementation of activities; 2) project monitoring capacity, with quality assurance provided by the CO; and 3) operational support (finance, human resources, procurement, security, data-base and administrative expertise).

Depending on the scale of operations required, the full project staffing structure might consist of the following: 1) Project Manager; 2) Deputy Project Manager; 3) Community Engagement Experts (the size of the community based team also depends on the scale of the disaster); 4) Specialized experts in areas such as Business Development, Market Development, Livelihoods, and/or Engineering; 5) Project Facilitators (enterprise recovery); 6) Team Leaders (for emergency employment), responsible for day-to-day management of activity on worksites including supervision of up to about 30 workers, maintaining attendance records, and facilitating the disbursement of payments to workers; 7) Site Supervisors (for emergency employment), if the project is linked to community infrastructure rehabilitation or debris management activities; 8) Database Manager; 9) Communications Officer; 10) Procurement/Contracts Officer/s; 11) Finance Officer/s; 12) Human Resources Officer/s; and 13) Office and Administrative Assistant/s.

## Determining the Implementing Modality and Responsible Parties

The CO has a number of options available on how the project is implemented. In the planning phase of the project the CO should review carefully the requirements and available instruments for selecting and engaging potential partners, detailed in the ['Defining the project' section](#) of the UNDP POPP.

For any project, in consultation with the Government Coordinating Agency, UNDP will select a single implementing partner who is accountable to UNDP and the Government Coordinating Agency. The selection of the implementing partner is based on an assessment of the partner's capacity to effectively manage the project and deliver the intended outputs. The implementing partner may be a government entity ('national implementation'), UNDP ('direct implementation'), a UN agency, a civil society organization (CSO), or an approved inter-governmental organization that is not part of the UN system. The most commonly used implementing modalities in an immediate post-crisis environment are DIM (Direct Implementation) or NIM (National Implementation):

- 1. DIM** – where UNDP assumes full responsibility for the implementation of the project and directly recruits all staff on UNDP contracts for these purposes. In most crisis environments there is a call by the host government and/or donors for UNDP to directly manage a programme or project (DIM).
- 2. NIM** – in many programme countries, UNDP opts to provide its support in a NIM environment, whereby a government entity is engaged as the implementing partner for the given project. This enables the project to be fully embedded into national institutions, structures and systems.

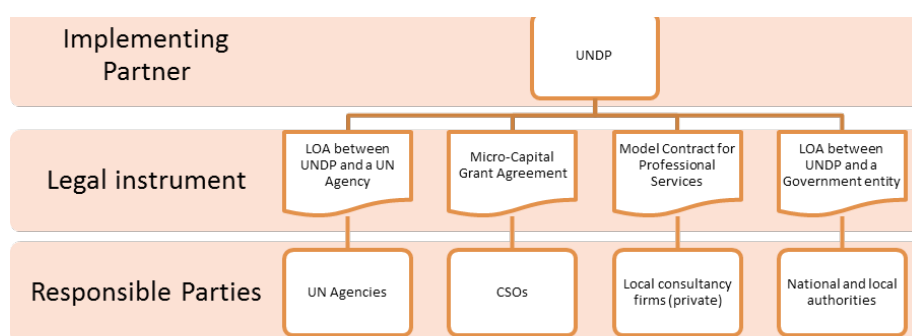


Once the implementing partner is selected, it may enter into agreements with other organizations, known as “responsible parties,” who provide goods and services to the project, carry out project activities, and/or produce project outputs. Responsible parties are accountable directly to the implementing partner. If UNDP is not the implementing partner, for example in a NIM environment, UNDP can still support vital processes including recruitment and procurement, as a responsible party. Responsible parties may also include government entities, private sector firms, UN agencies, or CSOs. For all the possible configurations of implementing partners and responsible parties, and the associated procedures and instruments for engaging responsible parties, see the [POPP](#).

CSOs, such as NGOs or CBOs, are often engaged as responsible parties for emergency employment and enterprise recovery projects. Options and modalities for CSO engagement are also detailed in the [POPP](#). The CO should budget ample time during the planning phase to carry out the processes involved in assessing, selecting and formalizing engagement with partners, including contracting and procurement actions, and consider time-saving measures that may be applied, such as the UNDP [fast-track procedures](#). Agreements with the implementing partner and responsible parties should be developed with well-defined roles and responsibilities, including those of UNDP.

## Project Implementation Arrangements - UNDP SOMALIA

Diagram 1. Area-Based Early Recovery in South-Central Somalia Project (2008-2010)



In Somalia, UNDP implemented an area-based early recovery project that included an emergency employment component through the rehabilitation of community infrastructure, as well as an enterprise recovery component which targeted households in vulnerable communities. The implementing partner for the project was UNDP under DIM modality. On the basis of the project document, and as approved by the Project Board, UNDP engaged a number of responsible parties, which mainly consisted of CSOs and local consultancy firms. The CSOs partners selected for the project consisted of pre-qualified local NGOs and community-based organizations (CBOs) who had a proven track record of working with local communities to facilitate participatory planning. They were engaged through the micro-capital grant modality which enabled UNDP to integrate a strong capacity building component into the project in order to build up ownership and capacities of the CSOs. The project supported the empowerment of communities by ensuring that all infrastructure rehabilitation activities were accompanied by training, awareness, advocacy, and knowledge sharing activities in order to build capacities for maintenance of community infrastructure, management of natural resources, agriculture, livestock management, and skills for small business.

Due to security conditions and the lack of access for UNDP staff in areas where the project was being implemented, the project contracted multi-disciplinary private consultancy firms (through a competitive procurement process) to provide specific services including monitoring and verification of works, as well as some reporting, capacity building and technical support.

Government institutions were involved in order to ensure alignment of interventions with national plans and quality of interventions. Local authorities were engaged in ensuring the selection of beneficiaries and the identification and prioritization of needs and were involved throughout project implementation to minimize tension and conflict, promote local reconciliation, and ensure sustainability and ownership. They provided commitment letters that demonstrated government support for the initiatives and pledged that works would be maintained and functional. In addition, they partnered with UNDP in order to support the implementation of specific project activities such as rehabilitation of markets and roads.

## 2.6. OPERATIONAL SUPPORT

Operational support encompasses finance, human resources, procurement, security, IT/data-base and administrative aspects. In a post-disaster setting, the most commonly reported operational challenges relate to issues of physical access, procurement and transport. Dedicated UNDP [fast-track procedures](#) can be sought in a post-crisis environment. These serve to increase the operational and financial agility of county offices and enable rapid staffing and procurement of essential goods and services.

In addition to organizational measures to accelerate and simplify administrative processes, UNDP COs will need to prime local committees for the review and approval of bidding documents, as there will be considerable pressure placed on the procurement and contracting teams. Fast-track procedures do not erase responsibilities and accountabilities for proper utilisation, oversight, monitoring, and reporting. The CO will also need to ensure sufficient human resources, procurement, and administrative capacity to cope, as it may have been affected by the crisis or be facing new crisis-generated requirements.

## 2.7. PARTNERSHIPS

The following entities are among UNDP's potential partners in emergency employment and enterprise recovery projects:

Prospective Partner Agency	Area of Partnership	Country where partnership was utilized
ILO	Important partner on all employment related issues. Extensive experience in vocational and skills training (including apprenticeships/job placements and scholarships), local economic development and business development services. Labor market surveys, micro, small and medium enterprise development and value chain analyses are additional areas where joint engagement of UNDP and ILO typically adds value.	Kosovo, Nepal, Somalia
WFP	Partnership with WFP is essential in projects that involve food aid, such as a Cash and Food for Work project. WFP and FAO are also essential partners when enterprise activities are related to food security and agricultural production.	Eritrea, Haiti, Nepal, Somalia, Iraq
FAO	Cooperation with FAO and WFP is essential when enterprise activities related to agricultural production and food security are involved. Provides skills development for small scale business enterprises.	Somalia
Office of the UN High Commissioner for Refugees (UNHCR)	Addresses the return/resettlement needs of IDPs	Iraq
UNCDF	Provides investment capital, capacity building, and technical advisory services to promote micro-finance and local development.	Nepal
UN Environment Programme (UNEP)	Ecosystem management approaches can be adapted in the creation of 'green jobs,' i.e. jobs which contribute to preserving or restoring environmental quality.	Refer to the <a href="#">UNDP UNEP Poverty-Environment Initiative</a>
UN-HABITAT	Significant expertise in community infrastructure rehabilitation and shelter interventions which is relevant in emergency employment interventions.	Haiti
UN Volunteers (UNV)	UNV maintains a pool of relevant capacities that has been useful in past initiatives (e.g. as Site Supervisors or coordinators for reintegration programs).	Burundi
World Bank	Has supported the establishment of a dedicated one-stop-shop facility at the municipal level to streamline business regulations.	Kosovo
UN Office for Project Services (UNOPS)	Partnering with UNDP in reviewing business plans submitted by micro-finance operations.	Myanmar

**TABLE 7. KEY PARTNERS (CONT.)**

Prospective Partner Agency	Area of Partnership	Country where partnership was utilized
Office for Coordination of Humanitarian Affairs (OCHA)	Its integrated regional information networks (IRIN) are very useful in a number of countries- to broadcast specialized feature stories.	Somalia
UN Office for Project Services (UNOPS)	Partnering with UNDP in reviewing business plans submitted by micro-finance operations.	Myanmar
UN Children's Fund (UNICEF)	Delivery of emergency items and basic social services for returnees. Also, expertise on the rehabilitation of water and sanitation facilities, schools, and health infrastructure.	Eritrea
CSOs	International and local NGOs and CBOs often bring value in working with local communities and have supported a range of project activities in emergency employment and enterprise recovery projects, from community planning to monitoring to support to small business development. Community-based organizations are often the most effective in mobilizing labour from the community. Emergency employment projects often present an opportunity to build partnerships that strengthen local civil society while enhancing project performance.	Indonesia, Myanmar, Nepal, Somalia, Haiti
Private Sector	Engaged in hazard resilient building designs and supports the development of micro-enterprises for the poor.	Indonesia, Somalia

## 2.8. MONITORING AND EVALUATION

A monitoring and evaluation (M&E) framework and system must be established during the design of any project and be in operation from the time that implementation begins in order to provide a basis for effective management and reporting of progress against planned results. Guidance is available in section 2.9 of the 'Defining a Project' section of the POPP and the UNDP [Handbook on Planning, Monitoring and Evaluating for Development Results](#). Further guidance is available in the [UNDP/BCPR Compendium for Planning, Monitoring and Evaluation in Conflict Prevention and Recovery Settings](#). The project budget should include provision for adequate human and financial resources for M&E.

In an emergency employment project, it is particularly important that continuous monitoring take place in order to provide timely and critical information to key stakeholders. The monitoring process captures lessons, informs decision-making on issues, and ensures that there is a solid base of evidence to support project management and advocacy with partners. Some examples of key information to monitor for an emergency employment projects:

- How many people are participating (disaggregated by gender and other relevant criteria) and whether payments are reaching participants properly (vis-à-vis those registered);
- Whether public works are successfully completed in a timely manner: e.g. rehabilitation of irrigation canals, reconstruction of schools, removal and safe disposal of debris, etc.;
- How payments are being utilized by participants;
- Impact on participants' households and impact on local markets;
- Rate of progress against planned results;
- Actual disbursement/rate of disbursement against planned use of resources; and
- Performance of partners, in line with agreed outputs/deliverables: this is particularly important when working with a large number of individual NGOs or CBOs;

In an enterprise recovery project, the need for continuous monitoring is equally important. Examples of key information to monitor for an enterprise recovery project:

- Whether start-up packages and grants reach participants;
- How the grants/packages are used by participants;

- Progress of participants' enterprises;
- Impact on participants' households and impacts on the local markets; and
- Rate of progress against planned results.

Monitoring can be completed directly by UNDP, either project personnel or programme staff. However, third-party monitoring in complex situations is also recommended. This may include teams from trained NGOs, private sector companies or local universities. Separation between the implementation and monitoring functions is important to maintain sufficiently independent monitoring standards. [Somalia](#) and [Iraq](#) provide good lessons in this regard.

Some monitoring tools that have been useful in emergency employment and/or enterprise recovery programming are listed below:

### Box 2. Monitoring Tools

1. **Baseline surveys** - a survey which establishes baseline data on key variables such as income, consumption patterns, coping mechanisms, rates of microenterprise survival and growth etc., in order to help track progression towards results and also measure the impact of the project (see economic impact assessment, below). When a baseline survey cannot be conducted before the project takes effect, a retrospective analysis should be undertaken for evaluation purposes;
2. **Social audit** - a tool for measuring the community and household level impact of works implemented through an emergency employment project. Can also be used to collect information on use and impact of start-up grants and packages. Conducted through a simple questionnaire, exit survey, or structured interviews, in order to elicit the views of beneficiaries and target communities on the relevance of the project, the utility of the assets created/rehabilitated, participants' experience with the project, and how workers used the payments received;
3. **Periodic spot-checks** - can be used at emergency employment work sites to check if the workers who are present on-site are the same as those on record in the database, as well as if attendance sheets are filled in properly, etc;
4. **Rapid market surveys** - complement an emergency market assessment; measures the going rate of casual labour for unskilled workers, as well as the price of other goods and materials. Regular price and wage monitoring during project (i.e. on a monthly basis) can indicate whether the cash injection is causing inflation or market distortions;
5. **Hotline** - for submission of anonymous complaints through short message service (SMS), telephone or email. Although all projects must strive for transparency, the complaints procedure needs to have a degree of anonymity, at least initially. Anonymous complaints can reduce the risk of retaliation, which in some crisis contexts can represent a serious threat to lives and assets. Publicly accessible methods of complaint, for example, through Twitter or Facebook, should be avoided;
6. **Databases** - establishment of an interactive database in [Somalia](#) and [Iraq](#) allowed for timely reporting on progress against agreed-upon milestones, and increased transparency and accountability by permitting stakeholders such as government, donors, and UN agencies to download reports on project locations, types, budgets and beneficiaries. Establishment of a database for that is updated on a regular (e.g. weekly basis) can be a useful tool to monitor implementation of enterprise recovery projects, particularly for the collection and approval of proposals, and the distribution of start-up grants and packages; and
7. **Economic impact assessment** - to measure the economic impact of cash payments on beneficiaries' income, consumption patterns, coping mechanisms, production levels as well as the multiplier effects of the cash injection on the economy, including enterprise spin-offs from emergency employment activities or livelihoods start-up grants. Impact assessments can also be used to measure the transition to longer-term employment, market wage and price developments, and impact on the private sector (especially hiring decisions), and the contribution to social and political stability.

Evaluations of emergency employment and/or enterprise recovery interventions should not only assess achievement against project outputs and contribution to outcomes, but also consider cost effectiveness, the phasing-out or exit strategy of the intervention, the sustainability of the results and any possible negative effects on beneficiaries and the local market. Using the M&E findings at the end of the project, UNDP can prepare a case study for wide dissemination and use in policy advocacy. The lessons learned can contribute to the development of national social protection systems and to global knowledge on early recovery.



More generally, the principles below are meant to inform planning, monitoring and evaluation for conflict sensitivity:

- All programming needs to be sensitive to the tensions or to potential or actual conflicts, and be conducted in such a way as to reduce not heighten tensions;
- The security of all involved (programme staff; beneficiaries; and monitoring and evaluation staff etc.) needs to be factored into all decisions; and
- Crisis settings are characteristically dynamic, and it is not unusual for changes to happen quickly. Therefore, flexibility needs to be built in and around the need to re-visit programming objectives to ensure they are still appropriate to the situation, as well as over the timing and appropriate methods of data collection.

## 2.8. COMMUNICATIONS STRATEGY

A communications strategy for an emergency employment and enterprise recovery intervention is critical and should specifically target the following audiences:

- Beneficiaries/participants: who need to be aware of the limited duration of employment, selection criteria, process for setting wages, registration procedure, geographical focus etc.;
- Government and local authorities: who need to be kept abreast of progress in order to promote their leadership and engagement; and
- Media, donors, and the general public: who need to be informed of progress and sensitized to potential issues before misinformation occurs. This may include organizing site visits.

The communications strategy should include a strong public information component that clearly articulates the areas of responsibilities between UNDP, the government and other stakeholders. This serves the dual purpose of mitigating the risks to the organization, as well as instilling a sense of ownership in the programme.

The strategy should be backed up by a dedicated project budget line that can be used to finance a range of key tools and activities (e.g. videos, radio messages, flyers, website, etc.). Examples of practical and effective communications tools used in UNDP emergency employment projects include:

- A public website that has the capability to map the location and track the progress of all projects, by both UNDP Iraq and UNDP Somalia. The site provides transparency and accountability and promotes visibility of the results achieved; and
- Broadcasting of a radio drama about employment creation in Somalia in order to generate general public awareness of projects, the number of beneficiaries and the daily rates for cash for work.

Key messages to emphasise when targeting media and donors are provided below.

### Key messages about emergency employment

1. Emergency employment projects involve crisis affected communities in their own recovery after a crisis and can boost individuals' dignity and self-esteem as beneficiaries are able to earn an income to support themselves and their households and decide how to use the money they earn;
2. Quick high visibility impact in affected areas gives hope to the people as they see that recovery is moving forward. Rapid clearing of debris and infrastructure rehabilitation is essential to the recovery of the entire community, the rehabilitation of the land and also promotes the quick regeneration of enterprises;
3. Every dollar of donor contributions goes almost entirely to the affected population and is not spent on huge overhead costs; and
4. X number of people, of which Y percentage are women (possibly from female-headed households), are benefiting from the project by obtaining a short-term job (and, possibly, also benefiting from training, savings schemes etc).

## Key messages about enterprise recovery

1. Start-up grants involve beneficiaries in their own recovery after a crisis. This can boost (micro)entrepreneurs' dignity and self-esteem as they are able to establish or re-activate their businesses and earn an income to support themselves and their households;
2. The recovery of businesses contributes to sustainable household income security and local economic recovery. Micro and small enterprises can generate income through self-employment, and, if the business grows, can create additional jobs. Additionally, the recovery of small enterprises contributes immediately to the revitalization of the economy through production of goods and services for local markets (e.g. food, transport, brick making, etc.);
3. X number of people, of which Y percentage are women (possibly from female-headed households) are self-employed as a result of start-up assistance, and are also employing others in their enterprises;
4. Quick high visibility impact in the affected areas gives hope to the people as they see that recovery is moving forward. Rapid enterprise recovery is essential to start the economic recovery process;
5. There is an increase in both nominal and real incomes through enterprise recovery support. This leads to higher consumption levels in crisis affected communities;
6. Every dollar of donor contributions goes almost entirely to the affected population and is not spent on huge overhead costs; and
7. The link between cash for work and enterprise development creates the foundation for development and strengthens capacities for accelerated MDG achievements.

## 2.10. RESOURCE MOBILIZATION

The [UNDP Crisis Response website](#) provides guidance to COs for accessing common internal and external sources of funding in crisis and post-crisis settings, including TRAC 3, Category 2 [emergency grants](#), [seed funding for UNDP Early Recovery interventions](#), and [non-UNDP administered funding options](#). The table below provides some guidance on entry points for resource mobilisation.

TABLE 8. RESOURCE MOBILIZATION OPPORTUNITIES	
Entry point	Description
Portfolio restructuring	When starting an emergency employment and enterprise recovery project, UNDP offices should look at the possibility for restructuring their programme portfolio based on the needs of crisis affected communities. UNDP can involve donors in the portfolio review and request reallocation of funds for recovery programmes. TRAC resources could be used flexibly to respond quickly to the emergency.
Consolidated Appeal Process (CAP)	A Flash Appeal (FA) or a Consolidated Appeal Process (CAP), are multi-agency funding and advocacy tools that are common in humanitarian action contexts. CAP is developed following a sudden-onset emergency and is a tool for structuring a coordinated humanitarian response for the first three to six months of an emergency. It is issued within one week of an emergency and is triggered by the UN HC in consultation with all stakeholders. A Consolidated Appeal is developed on an annual basis in countries where there are humanitarian needs and is a tool for aid organisations in a country or region to raise funds and plan, implement and monitor their activities together. Guidelines, templates, and best practices examples on the FA and CAP are available on the <a href="#">Policy and Guidance page</a> of the OCHA CAP website.
Emergency and Response Fund (ERF)	An unearmarked pooled funding mechanism which funds priority needs and is managed by OCHA on behalf of the Humanitarian Coordinator. ERFs are in-country funding mechanisms which is accessible by NGOs and UN agencies. An ERF finances projects addressing immediate needs with positive spin-offs for the wider community. More information about ERFs can be found on the <a href="#">Humanitarian Financing page</a> of the UN OCHA website.
Central Emergency Response Fund (CERF)	The CERF has also funded priority emergency employment and enterprise recovery projects in the past. The fund is managed by the Emergency Relief Coordinator/OCHA and provides rapid initial funding for life-saving assistance at the onset of humanitarian crises, and critical support for poorly funded, essential humanitarian response operations. The CERF grant component has two windows; one for rapid response and one for underfunded emergencies. More information is available on the OCHA <a href="#">CERF website</a> .

**TABLE 8. RESOURCE MOBILIZATION OPPORTUNITIES (CONT)**

Peacebuilding Fund (PBF)	The immediate response facility and the peacebuilding recovery facility – the two windows of the PBF – both offer funding opportunities for emergency employment and enterprise recovery projects in crisis situations. The PBF has one of its priorities the development of micro-enterprises, youth employment schemes and the management of natural resources as well as the rebuilding of basic infrastructure, such as for energy, transportation, safe drinking water and proper sanitation. All proposals for funding from the PBF must be submitted through the office of the Senior UN Representative in-country. All PBF funding is disbursed to Recipient UN Organizations. NGOs and CBOs/CSOs cannot access the PBF directly; however they may implement projects through partnership arrangements with eligible agencies and organizations. For more information access the <a href="#">PBF website</a> .
Crisis Prevention and Recovery Thematic Trust Fund (CPR TTF)	UNDP’s fast and flexible corporate funding mechanism that can be used for immediate crisis response as well as for strategic investment into CPR programmes. The country window of the <a href="#">CPR TTF</a> can be used as a fast way of channelling resources to COs. A standardized contribution agreement is necessary. A signed project document is necessary at the stage of disbursement. Guidance on how to access CPR TTF funding is available on the UNDP <a href="#">POPP</a> . Contact BCPR@undp.org for a focal point in BCPR NY for the CPR TTF.
Donors	Financing for UNDP emergency employment and enterprise recovery projects have come from a diverse range of donors. Through a range of instruments, including the CPR TTF, as well as cost-sharing agreements signed at the country level, many traditional and non-traditional donors have funded such projects in response to specific requests from the UNDP Administrator.

## 2.11. QUICK CHECKLIST

The following tool has been devised to assist COs to quickly review the main planning stages of the project.

### CHECKLIST FOR THE PLANNING PHASE: DEVELOPING THE PROJECT DOCUMENT

Key Steps	Questions
Assess needs and available capacity	<ul style="list-style-type: none"> <li>• Are there emergency needs assessments and emergency markets assessments available to inform project design?</li> <li>• Have the consequences of the crisis from an employment perspective been appropriately addressed?</li> <li>• What are the needs for small scale enterprise recapitalization?</li> <li>• What are the strengths, weaknesses and implementing capacity of prospective partners?</li> </ul>
Consult with partners	<ul style="list-style-type: none"> <li>• Has the government and other partners, including beneficiary communities, been consulted on the design of the project?</li> </ul>
Assessment of risks	<ul style="list-style-type: none"> <li>• Are the intended results attainable considering the context, constraints, resources and timescales?</li> <li>• Have overarching and specific risks and mitigation measures been identified?</li> <li>• Has a conflict and a gender lens been applied in the strategy?</li> <li>• How will the project be fully sustained after it ends?</li> </ul>
Communications	<ul style="list-style-type: none"> <li>• Has the project approach been sufficiently communicated and consulted with communities?</li> <li>• Is there a budget for communications plan for reaching out to all stakeholders?</li> <li>• Has the project maximized the use of ICT and web-based tools (also applicable for monitoring)?</li> </ul>
Mobilize resources	<ul style="list-style-type: none"> <li>• Has the ongoing programme portfolio been reoriented towards crisis needs in consultation with Government and other development partners?</li> <li>• Have humanitarian funding sources been approached?</li> <li>• Have donors been approached directly?</li> <li>• Have other sources of internal funding been rallied through a UNDP Crisis Board or other contact with headquarters?</li> </ul>
Coordination	<ul style="list-style-type: none"> <li>• Has a coordination mechanism been established to define roles within the UNDP-led cluster for specific early recovery activities?</li> </ul>
Monitoring results	<ul style="list-style-type: none"> <li>• Have realistic outputs with clear indicators been defined and is a monitoring system designed at output and impact level?</li> </ul>
Management arrangements	<ul style="list-style-type: none"> <li>• Has the CO hosted the LPAC and assembled project partners to act as the Project Board?</li> <li>• Have the correct modality(ies) been selected and procedures followed (including procurement) for selecting responsible parties?</li> </ul>
CO and project staffing	<ul style="list-style-type: none"> <li>• Has the CO capacity been assessed and the need for additional capacity at office and project level?</li> <li>• Have the staff profiles needed to implement the project been reviewed?</li> </ul>

## 3. PROJECT IMPLEMENTATION



*Through a UNDP-supported emergency employment project, Somali workers from the Berdale District in the Bay Region have been employed to rehabilitate a feeder road. Photo credit: UNDP Somalia*

This section looks at the implementation issues that will need to be addressed if UNDP is to turn the objectives outlined in the previous two sections into practical action as quickly as possible. Project implementation should be expected to last for a period of up to two years.

Implementation issues relevant to both emergency employment and enterprise recovery projects are discussed in section 3.1 immediately below. These include: 1) ways to accelerate the start of project implementation, 2) ensuring a community driven and guided approach to implementation, 3) coordination, information management and effective communications, 4) maintaining quality relationships with national and local counterparts, 5) the participation and empowerment of women, 6) disaster risk reduction measures, and 7) environmental sustainability.

Section 3.2 deals with the issues specific to emergency employment, and section 3.3 deals with issues specific to enterprise recovery.

### 3.1. ISSUES COMMON TO EMERGENCY EMPLOYMENT AND ENTERPRISE RECOVERY

#### 3.1.1. WAYS TO ACCELERATE PROJECT IMPLEMENTATION

In order to operate effectively in the immediate aftermath of crises, it is important to engage quickly. The following table outlines a series of actions that can help accelerate project implementation for both emergency employment and enterprise recovery projects:



**TABLE 7. TOOLS AND APPROACHES FOR ENGAGING QUICKLY IN CRISIS AND POST CRISIS SETTINGS**

Pre-position potential partners	The fastest way to commence a project is by ensuring that the engagement of project partners is completed as soon as possible—in a DIM environment when UNDP is the implementing partner this means the engagement of responsible parties. The CO can prepare by being familiar with the various procedures involved in engaging different types of responsible parties, including contracting/ procurement processes, and taking steps as early as possible to fulfil them, ideally, in advance of a crisis. Such steps might include capacity mapping/assessments in order to identify likely partners; pre-qualifying local NGOs/CBOs; concluding Long-Term Agreements with NGOs; and/or having standard agreements drafted and at the ready with potential responsible parties including government counterparts, UN agencies, CSOs, and private firms based on their roles, responsibilities and comparative advantages, etc. In high-risk countries such contingency planning is definitely prudent and recommended.
Provide guidance and support to local NGOs or CBOs	Provide guidance and support to local pre-qualified NGOs or CBOs that are potential responsible parties. For example, by developing a simple manual of how the project will work, including: a format for proposals from NGOs/CBOs, registration and criteria for the selection of activities and beneficiaries, as well as monitoring and reporting arrangements. Examples can be accessed on the Emergency Employment <a href="#">page</a> of the UNDP intranet site for Signature Products. Offer information and training to potential partners on proposal preparation and submission.
One funding mechanism	Channel resources through one fund, where possible, for example through the UNDP CPR TTF which has country windows and very simple donor contribution formats, or, at country level through a multi-donor trust fund (MDTF). Involving UNDP headquarters in all administrative steps of signing donor agreements, with harmonized reporting cycles, can save the Country Office a lot of time in the midst of a crisis.
Capacity injection	Request a temporary boost of capacity support through the UNDP <a href="#">SURGE</a> or <a href="#">ExpRes</a> deployment mechanisms. These rosters contain experienced staff and consultants available for instant deployment to UNDP COs in a range of profiles.
UNDP Fast Track procedures	Submit a request for application of UNDP Fast Track Policies and Procedures. They allow the CO to use the direct implementation (DIM) modality and can be used to speed up the recruitment of staff and procurement. They can be activated through the <a href="#">Fast Track Decision Centre</a> on the UNDP Intranet.
Standard templates	Templates and examples on the Emergency Employment <a href="#">page</a> of the UNDP Intranet/Sharepoint site for Signature Products can save precious time in project design. Speed up recruitment, for example, by using the pre-classified project job descriptions etc.
Coordination	As early as possible, establish an effective coordination structure with other organizations operating in the same area, e.g. within the UNDP-led cluster for specific early recovery activities and/or within government, in order to ensure leadership and coherence of interventions.
Procurement	Prepare a procurement plan. It should cover any requirements necessary for contracting of responsible parties, engaging a financial intermediary for the disbursement of cash payments and/or start-up grants (see Financial transfers, below), and any goods or materials that UNDP will directly procure for the contents of start-up packages (e.g. fishing boats, nets, milling equipment, small machinery and processing equipment, etc) or for workers employed through an emergency employment scheme.
Financial transfers	When a financial intermediary (e.g. a bank, microfinance institution, a money transfer company) for the disbursement of cash payments or start-up grants is needed, the selection and procurement process needs to take place as early as possible. Selection of a financial intermediary for cash wage payments (or via the 'better than cash alliance') for emergency employment, or for the disbursement of start-up grants for enterprise recovery, should have occurred during the design stage of the project, and the mechanism tested to ensure that funds can readily be transferred through the selected modality when it comes to implementation. Pre-selection of a banking intermediary, or choice of intermediaries, signals a CO that is on par with its contingency planning and disaster preparedness.
Cash-flow planning	In parallel, a quick cash-flow plan is needed to determine when payments are to be made and to ensure that the correct amounts of cash will be available for distribution to workers employed through cash-for-work activities or for start-up grant recipients.

### 3.1.2. ENSURING COMMUNITY DRIVEN AND GUIDED IMPLEMENTATION

The focus of emergency employment and enterprise recovery projects must reflect the affected communities' priorities. To help ensure this happens, each community as a whole must be closely involved in consultation, assessment, management, implementation and monitoring of the project. High levels of community participation yields gains in terms of social cohesion and community solidarity. These are important intangible benefits arising from the project. Community empowerment is an incremental and evolving process, and although often complex and time-consuming, greatly enriches the quality of the project. Capacity building and training for communities and local government institutions should be implemented as an intrinsic feature of the project.

### 3.1.3. COORDINATION, INFORMATION MANAGEMENT AND EFFECTIVE COMMUNICATIONS

Coordination, information management and communications are relevant in any project setting, but their importance is heightened in a disaster response situation. Because communities themselves often lack coordination and communications capacity, the responsibility is therefore placed on the assessment and implementation teams to initiate and sustain regular coordination meetings as well as clear and systematic communication activities. Clear communications in the early stages of the project also serve to avoid raising expectations that long term employment opportunities will be provided. It is vitally important to ensure that sufficient professional and financial resources are assigned to these functions. A well-coordinated and communicated project ensures that the project is viewed in a good light and well represented. On the other hand, a project that fails to coordinate or communicate its activities can often struggle to recover. A measured communications campaign can help to disseminate important information at the various stages of the project, help secure a favourable local appeal and acknowledge key milestones in the project's progress.

#### Box 3. Effective Tool for Communication - UNDP Somalia

In Somalia UNDP launched an interactive database [www.somali-rsl.net](http://www.somali-rsl.net) which was a tool that supported both monitoring and communications. It enabled the UNDP team to monitor the implementation of the project and helped ensure timely submission of necessary reports by NGOs. It also allowed donors to monitor the disbursement of funds and for project managers, and general users to access photos, documents, progress reports, work plans, financial tracking, and use them for communication purposes.

### 3.1.4. MAINTAINING QUALITY RELATIONSHIPS WITH NATIONAL AND LOCAL COUNTERPARTS

Maintaining high-quality relationships throughout the implementation of the emergency employment and/or enterprise recovery project with national and local government counterparts, including local departments, remains a vital function of the UNDP CO leadership. Periodic bilateral meetings should be scheduled, possibly before quarterly Board meetings to provide briefings at the Minister/Deputy Minister level. This will help to ensure ownership, leadership and an open conduit of consultation between UNDP and the host Government. Ideally, national and local focal points will be appointed in order to support day-to-day operations and ensure that emergency employment and enterprise recovery projects are implemented both through and with the full endorsement of the host authorities and that capacity building and institutional strengthening is systematically pursued and reviewed at key stages.

In addition, the focal point is also required to ensure that the emergency employment and enterprise recovery projects are fully integrated within the relevant national policies. For example, there should be a good fit between the emergency employment project and the Government's National Labour and Economic Growth Strategies, as well as within the disaster response framework. While the selection of the national focal point might be out of the control of UNDP and reside with the government, considerable efforts will need to be made to ensure an open and professional relationship is maintained at all times. The periodic hosting of strategic consultations with national partners and the principal donors and the calling of Board meetings to ensure the smooth running of the project should be a feature within the project implementation plan.

### 3.1.5. WOMEN'S PARTICIPATION AND EMPOWERMENT

Gender-based divisions and inequalities place a heavier burden on girls and women in comparison to boys and men in most developing countries. The common vulnerabilities of women in disaster situations include lack of access to early warning messages, restriction in their mobility due to socio-cultural barriers, dependence on male partners for decision making, higher risk of sexual abuse and attack, and special needs during pregnancy and breast feeding, etc. Yet the full participation, empowerment and employment of women in emergency employment and enterprise recovery projects can have a positive and transformative effect. Hence, assessment and implementation teams should create opportunities to discuss and validate gender-based information during community consultations throughout the life of the project. It is recommended to initiate a consultative process at the local level or to organise focused group discussions to determine key issues and barriers that create gender inequalities and to explore opportunities and options for maximising the participation of women in the recovery process. For example, on or near-to-site crèches were set up in [Haiti](#). Gender training should be undertaken to promote community understanding and appreciation of gender equality and issues of diversity. Men's and women's roles in the recovery phase are guided by context-specific gender relations, and their coping skills and capacities to recover are different.

Engaging women in decision making and their equal participation in the committee structures of the project at all levels enables the gender perspective to inform emergency employment and enterprise recovery planning and livelihoods sustainability. Women often manage household resources, are aware of changes in their environment and hold knowledge that can help create effective adaptation plans. It is therefore crucial to involve women in all aspects of the project and in decision-making at all levels, for example, when the project involves temporary emergency resettlement plans for affected families and personnel.

### 3.1.6. ENVIRONMENTAL MANAGEMENT

Often many developing countries do not have or do not comply with environmental rules or standards. Natural disasters and violent conflicts may destroy, in addition to human lives, ecological resources, and during the recovery phase there is often a risk that this destruction may be exacerbated, and in turn lead to further increased risk of natural hazards. For example, using wood as construction material for recovery may cause decline in the forest coverage that earlier served as a protection against floods and landslides. As part of sound environmental practices, emergency employment projects should include recovering, reusing and recycling debris generated by the disaster, and wherever possible use this as base building material. Reclaimed and recycled materials represent an opportunity to promote eco-friendly approaches to the formulation, design and maintenance of local infrastructure and repairs to buildings. In the setting of criteria for start-up grants for enterprise recovery, efforts should be made to ensure that initiatives do no environmental harm, are sustainable, and promote energy efficient and carbon-neutral approaches.

### 3.1.7. DISASTER RISK REDUCTION MEASURES

When implementing emergency employment and enterprise recovery projects every effort should be made to integrate disaster risk reduction training to beneficiaries and communities participating in the project. The assessment and mapping of local risks within the context of the project and the adoption of risk reduction measures should help drive the recovery process in a manner that effectively mitigates the risk of future disasters. In many developing countries community-based risk reduction does not exist at the local level.

#### Box 4. Gender Empowerment - UNDP Indonesia

In Indonesia, UNDP provided start-up assistance, which was linked to other forms of support, such as micro-credit and training, to tsunami-affected women to help them restart and strengthen their micro-enterprises and regain their financial independence. One successful example is the Morning Sun coffee milling group (Kelompok Mentari Pagi), formed by a group of 11 women who had all been widowed by the tsunami. Before the tsunami, the women had worked alone in their homes, grinding coffee as their mothers and grandmothers had taught them. Through enterprise recovery support provided through UNDP's early recovery project, the women came together to form the Morning Sun collective, and were able to produce much faster and earn more money. They began to earn a profit in just two months, and in time, the women become the sole providers for their families, and were able to pay for basic necessities such as food, clothing and their children's school fees.

Hence in the wake of a natural disaster, a community needs assessment will determine risk and identify immediate, short and medium-term measures that reduce disaster risks and vulnerabilities, as well as how to enhance the capacity of communities to deal with the prospect of future disasters. An action plan may be drawn up as a result of the initial assessment and consultative process which could then serve as the basis for integrating disaster risk reduction within the project.

One example of how DRR can be incorporated into recovery planning responses is to have household livelihoods geographically mapped for areas prone to hazards. This gives the advantage of being able to analyse how droughts and floods, for example, can affect local livelihoods systems. Aspects of gender can also be included. The use of historical data combined with seasonal variability and probability can be used alongside the training of local communities in early warning systems. This permits a more scientific and predictable approach to managing, adapting and mitigating recurrent hazards and risks at the local level.

## 3.2. IMPLEMENTATION ISSUES FOR EMERGENCY EMPLOYMENT

This section focusses primarily on some of the key issues that will need to be considered at the implementation phase of an emergency employment project: 1) selection of beneficiaries, 2) selection of proposals to implement project activities, 3) wage setting and daily work standards, 4) payment methods and transfer mechanisms, and 5) health and safety of workers. The section ends with a quick summary of some of the results achieved through implementation of past emergency employment projects.

### 3.2.1. SELECTION OF BENEFICIARIES FOR EMERGENCY EMPLOYMENT

Clear criteria should be established and communicated regarding the selection of direct beneficiaries of emergency employment projects. Emergency employment projects are most effective when crisis affected groups and local authorities agree upon the selection criteria and are involved in the selection process. Community based targeting may ensure a relatively fair selection of beneficiaries, community ownership of the activities and outputs of the project as well as the sustainability and maintenance of community assets. However it is also important when using this approach to incorporate an assessment of community dynamics, tensions between particular groups and potential risks of resource diversions (elite capture), especially in conflict settings, in order to establish transparent criteria on the principle of “do no harm”.

For example in [Burundi](#) an important precursor to the UNDP project was a carefully crafted socio-economic profile carried out to assess vulnerability, which was used to establish criteria for the project beneficiaries. This enabled community representatives and members of local government to make the selection of beneficiaries without creating frustration among the community and also kept the focus of support on the poorest and most vulnerable community members.

Gender equality can be supported through the adoption of working activities and hours that can allow women to participate without incurring the risk of violence or requiring them to assume an excessive workload when household activities are factored in on top of employment. In some contexts, conflict-sensitive emergency employment programming has been successfully used to contribute to reconciliation efforts through the mixed participation of target groups, such as ex-combatants and/or other returnees and host communities.



Below is a list of key target groups from which beneficiaries of emergency employment projects are commonly selected:

#### Box 5. Key target groups

1. **Unemployed** - people without jobs, often those who may have lost their assets and/or their relatives as a result of the crisis. This can include unemployed youth who exceed the minimum age requirement, in line with labour regulations. For examples, refer to the Haiti, Burundi and Iraq [case studies](#);
2. **Single parent headed households** - usually with a focus on supporting female-headed households, sometimes through the use of a quota for the participation of women. Refer to Burundi, Kosovo and Somalia [case studies](#) as examples of projects where a large proportion of participants were women. It should be noted that in some contexts, promoting the participation of women can be a cultural or religious issue;
3. **Minorities** - vulnerable and marginalized minority groups within the population, including disabled people, the elderly, and people living with HIV-AIDS. The type of work offered to people in these groups needs to accommodate the physical health and abilities of the individual;
4. **IDPs and returning refugees** - for an example see the [Somalia](#) case study; and
5. **High risk groups** - Youth, IDPs, women, and ex-combatants eligible for reintegration support.

### 3.2.2. SELECTION OF PROPOSAL TO IMPLEMENT EMERGENCY EMPLOYMENT PROJECT ACTIVITIES

It is essential for the whole community to agree on the priority activities to be pursued and to ensure that the proposals submitted to identify emergency employment project activities benefit the whole community and do not exacerbate tensions. This can be done through community meetings or a representative committee can be involved in selecting the activities on behalf of the communities. Some COs can make use of a roster of pre-qualified NGOs to support this process.

Some basic criteria which are commonly applied when evaluating proposals for emergency employment activities are listed below:

#### Box 6. Criteria for the selection of proposals for implementing emergency employment project activities

1. **Local benefit** - expected to provide a long-term benefit, not only on the lives and livelihoods of direct beneficiaries receiving short-term employment through the project, but the community as a whole;
2. **Community ownership** - emergency employment activities should be reflective of real community needs and priorities, should be broadly supported, including by local officials/leaders and key target groups (e.g. women, youth, IDPs, ex-combatants), and not likely to lead to conflict. They should engage wide participation within the community and come with community commitment and support to ensure maintenance or management of rehabilitated assets (sometimes communities can also contribute supplies or skilled labour for projects);
3. **Sustainability** - emergency employment activities link to training, skill building, microfinance opportunities that will leave beneficiaries with better employment and income generation prospects than prior to the crisis;
4. **Replicability** - activities should be replicable and conducive to scaling-up;
5. **Technically sound** - the proposals should be technically sound, viable, environmentally friendly and realistic in scope with well-defined implementation plans. Good use of local technologies for emergency employment can be seen in examples from [Somalia](#) and [Gaza](#) – see also the [UNDP Guidance Note on Debris Management](#); and
6. **Employment of unskilled labour** - proposed emergency employment activities should provide the opportunity for a large number of unskilled workers, including women, those with special needs, and those belonging to vulnerable groups, to gain temporary employment, access to training and expand their chances of securing longer-term jobs.

### 3.2.3. SETTING WAGES AND DAILY WORK STANDARDS

Wage rates should be set at levels commensurate to the minimum wage. Depending on the context (e.g. magnitude of crisis) wage rates can be set slightly lower than regular market rates, if workers are employed full-time, in order to favour the participation of disadvantaged groups. If there is no set minimum wage in the country, the earnings from emergency employment should reflect the cash equivalent of minimum requirements for a basic set of goods, or the equivalent of the current wage for unskilled labour in the area. Higher payments have sometimes been applied as an emergency and temporary measure following a major crisis in order to inject cash into the economy but this cannot be justified in the long run as it will divert labour from other productive activities and fuel tensions between categories of workers. The low wages should reflect the emergency character of the measure and be able to attract a large number of people in order to have a meaningful impact on the local economy. Additional information and tools for determining wage structure and arranging wage disbursement in cash-for-work projects can be found on the Emergency Employment [page](#) of the UNDP intranet site for Signature Products.

Higher wages will need to be set for skilled labour. In general, wages should be determined at a single day task rate and should not distinguish between male and female workers for work of equivalent value. The payment can also be output-based, for example by the cubic meter of rubble cleared or canal excavated. Although this will be more complex to administer, this method often leads to significantly increased productivity. An important lesson was learned in [Haiti](#) where UNDP consulted closely with the government on setting wage levels and gradually moved from a time-based to an output-based payment by introducing the 'cash for production' modality (see also the [Comparative Experience Paper on Debris Management](#)). In addition, UNDP and the government should collaborate to set wages so as to avoid competition between different NGOs or donors. Coordination is essential.

In collaboration with project partners, UNDP will also need to establish guidelines for proportions of payments allocated to wages, capital and investment costs and other overheads. Overall, it is recommended that around 60 percent of project funds should go towards wages. The rehabilitation of certain productive assets such as irrigation canals, water catchments, and transport infrastructure may also require capital-intensive activities, such as bulldozers and excavators. Therefore it is vital to balance labour and capital-intensive activities in the project in order to not slow down the recovery process.

### 3.2.4. PAYMENT METHODS AND TRANSFER MECHANISMS

Getting the payment method right is not only important to reduce the chance of fraud or error but also to increase the speed and flexibility in settling payments. In many cases, UNDP will not have a preferred supplier arrangement or service level agreement for these types of cash transfer services. Using large numbers of workers requires a robust tracking system with an audit trail to account for payments. Paying wages by filling envelopes could be fast for smaller numbers but very time-consuming and labour intensive when there are large numbers of payments and/or workers. The '[better than cash alliance](#)' offers options for electronic cash transfers (e.g. mobile money, activation of smart cards and savings accounts, etc.) to beneficiaries through emergency employment projects.

Failure to pay workers on time can lead to discontent, conflict and negative media coverage, which can jeopardize the success of the whole project. At the immediate onset of a natural disaster or conflict more frequent disbursements for shorter periods may be warranted. In general, payments are made on a fortnightly or monthly basis, however much will depend on available payment options and the logistics/security requirements of transporting a significant amount of cash to remote or insecure areas. The next table highlights some of the main steps and considerations involved in the wage disbursement process, bearing in mind that this task is generally not performed by UNDP but through contracted responsible parties.

**TABLE 10. DISBURSEMENT OF WAGE PAYMENTS**

Steps	Key considerations
Registration of beneficiaries for payment	<ul style="list-style-type: none"> <li>Recording of names, gender, age, phone numbers and ID numbers;</li> <li>Use of biometric systems to gather photographs, fingerprint data, and other details to guarantee proper identification;</li> <li>In the absence of ID documents, recording the full maiden name of the mother; and</li> <li>Setting up an automated database to collect information on beneficiaries electronically, whether off-line or on-line.</li> </ul>
Verification of beneficiaries when they collect payment	<ul style="list-style-type: none"> <li>Verification of national ID against a government database, community verification or using a witness system at point of payment (e.g. two people countersigning with the beneficiary for receipt of payment);</li> <li>Verification against NGO or related lists (such as in the case of returnees or IDPs); and</li> <li>Use of barcodes, personal identification numbers or passwords.</li> </ul>
Payment amount	<ul style="list-style-type: none"> <li>Daily remuneration to be agreed upon; and</li> <li>Attendance confirmed through signed attendance lists (or fingerprints).</li> </ul>
Possible payment methods	<ul style="list-style-type: none"> <li>Cash through a bank account, intermediary organization or money transfer company</li> <li>Electronic cash transfer through mobile-money (mobile phone/electronic wallet not necessarily linked to a bank account) or smart cards linked to a savings account;</li> <li>Cheques;</li> <li>Voucher system through local businesses; and</li> <li>Money in envelopes (as a last resort)</li> </ul>
Possible reporting and reconciliation methods	<ul style="list-style-type: none"> <li>Manual – although this is not encouraged;</li> <li>Automated (daily or weekly reports); and</li> <li>Online, real-time reporting.</li> </ul>
Possible methods of providing support services to beneficiaries	<ul style="list-style-type: none"> <li>An e-mail address or SMS number;</li> <li>Call centre support; and</li> <li>Project personnel at site.</li> </ul>

Payment methods and transfer mechanisms (e.g. mobile money transfer, where possible) must be discussed and agreed upon with the government, and communities or entrepreneurs whose enterprises are to be supported. Recent developments in mobile banking, retail banking, debit cards, and biometric identification are making this process easier in many countries, reducing transaction costs and enabling a greater degree of autonomy in decision making on the use of funds by beneficiaries.

### 3.2.5. HEALTH AND SAFETY FOR WORKERS

UNDP should ensure that project partners who are responsible for employing the workers/beneficiaries of emergency employment projects are cognizant of their full liability for the health and safety of workers, including medical insurance. For example, the liability of a UNDP responsible party engaged as a contractor in a DIM environment is described in the General Terms and Conditions for Professional Services and the liability of a UNDP responsible party engaged as a micro-capital grant recipient is described in the standard Micro-Capital Grant Agreement. Both documents can be found on the UNDP [POPP](#).

Sometimes, particularly in geographically remote areas with no medical services available in the vicinity, the project can be designed to include medical personnel such as nurses to provide first aid medical services in case of a work related incident.

Throughout project implementation, workers' safety and security should be ensured. As well as immediately carrying out safety awareness, security and hygiene campaigns, it is important to make sure that the following is available at the outset of the programme:

1. Work safety equipment such as gloves, boots, helmets;
2. First-aid equipment; and
3. Health insurance for workers.

#### Box 7. What Results did Project Implementation Actually Achieve?

In the area of emergency employment the six projects reviewed in the course of preparing this guidance note reported the following main results, given their different country contexts:

In **Burundi**, in early 2010, UNDP created short-term emergency employment for 6,220 ex-combatants in an effort to avert potential further internal conflict in the aftermath of the elections in that country.

In **Eritrea**, a total of 25,000 beneficiary households in all target localities received employment support for a minimum for 3 months and a maximum of 4 months over a 2-year project period.

In **Haiti**, UNDP played a major role in providing emergency employment/cash for work opportunities for over 200,000 people between January and November 2010. This followed the earthquake of 12 January 2010 which killed over 230,000 people, and displaced a further 1.5 million. The project integrated closely with a parallel debris management programme.

In **Iraq**, between October 2005 and December 2006 UNDP provided short term emergency employment to about 130,000 people in 1077 villages through its Iraq Reconstruction and Employment Programme (IREP). Although the project was initiated over three years after the toppling of Saddam Hussein's government, it also came at a time of great uncertainty, instability, regional inequality and widespread rural poverty.

In **Kosovo**, the Village Employment and Rehabilitation Programme (VERP) employed 11,322 people in its first phase, and in its second phase produced 7,000 jobs, which amounts to a total of 18,322 jobs created.

In **Somalia**, over the past few years, UNDP has employed over 70,000 people (43% women and 27% IDPs) in short-term emergency employment activities, largely for the reconstruction of market shelters, local roads, schools, health clinics and water and irrigation structures. The country is perennially subject to fragility through the combined effects of insecurity, drought and floods. This multi-hazard environment makes the country one of the highest risk countries in the world.

### 3.3. IMPLEMENTATION ISSUES FOR ENTERPRISE RECOVERY

This section focusses primarily on some of the key issues that will need to be considered at the implementation phase of an enterprise recovery project: 1) selection of beneficiaries, 2) enterprise proposals for start-up assistance, 3) selection of enterprises, and 4) capacity strengthening of enterprises. The section ends with a quick summary of some of the results achieved through implementation of past enterprise recovery projects.

#### 3.3.1. SELECTION OF BENEFICIARIES FOR ENTERPRISE RECOVERY

Start-up assistance generally targets households, individuals, and enterprise groups. Candidates for support may have enterprises that were destroyed or weakened by the crisis, or they may intend to start up new enterprises in the post-crisis context. Local or community leaders are often best placed identify candidates that fulfil the selection criteria, but in some contexts they may not be impartial enough to perform the selection. The project may support the formation of a committee for the purpose of identifying potential candidates, which may include representation from local leaders, business associations, business forums, chambers of commerce, etc.



The committee members should make the selection on the basis of clear and transparent selection criteria and process, which can be informed by a local economic recovery assessment. In some cases, as appropriate to the local context, the selection process may include quotas in order to ensure that assistance is inclusive and facilitates targeting of certain vulnerable groups. Some indicative criteria that are used in the selection of beneficiaries for enterprise recovery support are listed below:

#### Box 8. Criteria for the Selection of Beneficiaries

1. **Low-income** - in line with UNDP's pro-poor approach, community members with the lowest income may be targeted, as identified through a range of possible means, e.g. a wealth ranking exercise conducted during a rapid assessment, the poverty pocket approach developed in [Nepal](#), or available household survey data;
2. **Entrepreneurial flair** - entrepreneurial knowledge, skills, experience, and motivation may be prioritized; and
3. **Vulnerable and excluded groups** - women or female-headed households, youth, IDPs and refugees, ex-combatants, people with disabilities, people living with HIV/AIDS.

### 3.3.2. ENTERPRISE PROPOSALS FOR START-UP ASSISTANCE

Once beneficiaries have been selected, they must prepare a simple business proposal or business plan as part of their application for start-up assistance. They are often assisted in this process by project facilitators, which is crucial, given the fact that beneficiaries are often unfamiliar with formulating business proposals and may be illiterate. Given that some are also not skilled book keepers or business administrators, financial literacy training can be incorporated into the process of developing the business proposal. A sample detailed [business plan/proposal format](#), often used by a number of organizations that work on community business development (e.g. ILO and NGOs), can be found on the Emergency Employment [page](#) of the UNDP intranet site for Signature Products. UNDP COs can adapt or customize this format to the local context. There may be other complementary measures to the start-up grant or package that may need to be put in place during this phase, in order to ensure the effective implementation of the project.

### 3.3.3. SELECTION OF ENTERPRISES

To appraise and select enterprise proposals for start-up assistance, a committee should be established that will generally include representation from government, affected communities, civil society, and the international community. Selection should be based on clear and transparent criteria and procedures that has been defined in consultation with the affected communities. It is recommended that selected enterprises satisfy at least two of the indicative criteria listed below:

#### Box 9. Criteria for the Selection of Enterprises

1. **Marketability** - existence of a market and demand for the products/services provided by the potential enterprise(s);
2. **Sustainability** - in-country availability of equipment/raw materials, technology, access to finance;
3. **Environmental sustainability** - assurance that the enterprise will not damage the environment or lead to overuse of natural resources, supported by a quick environmental impact assessment;
4. **Local impact** - potential for a positive impact on the lives and livelihoods of a large number of crisis- affected people in a geographical area;
5. **Replicability** - the enterprise(s) can be piloted and are capable of replication in similar settings;
6. **Peace dividends** - the enterprise (s) is likely to provide quick peace/recovery dividends and results to the affected communities, groups and households in a post crisis situation;
7. **Multiplier effect** - the enterprise(s) is likely to encourage a multiplier effect on job creation and local economic recovery which can contribute to food and income security at household level;
8. **Women and youth** - women and youth are participating in the enterprise(s) and are involved in making decisions regarding the business, including decisions on how to use profits; and
9. **Partnerships with other businesses** - the enterprise(s) can be linked with larger private sector partners to ensure a value chain approach to products and a market for the goods exists.

Based upon their impact on the economy and employment, enterprises can be categorized under one of two broad categories:

- **Low growth potential enterprises** - these usually include micro enterprises that have a relatively low growth potential such as tailors, hair dressers, cycle repair shops, etc. This category of enterprises gives marginal returns and often remains at a subsistence level; or
- **High growth potential enterprises** - these can develop from micro to small and medium sized enterprises, “add substantial value” and tend to be integrated into commodity supply chains, and can achieve economies of scale. For instance the provision of broilers for poultry, fingerlings for fish farming, food processing etc. Such enterprises tend to be more risky but add value, create surpluses, integrate with mainstream markets and have longer term sustainability.

In crisis and post-crisis countries, UNDP supports both categories of enterprises with financial and non-financial services (e.g. business development services), however with a preference for the second category.

### 3.3.4. CAPACITY STRENGTHENING OF ENTERPRISES

Capacity building of grantees is critical for the effective implementation of the project. Therefore, it is important to conduct a straightforward capacity assessment of the beneficiaries e.g. evaluate the skills, education, experience, interest and motivation of beneficiaries and, based on needs, link them to sources of financial and non-financial support, training and services. Four main types of longer-term opportunities are often linked to the provision of start-up grants and packages are listed below:

**MICROFINANCE** - some microfinance institutions may express concerns about providing financial services in a crisis context. Interventions should be designed in such a way that they contribute positively to restoring livelihoods. The process must not create dependency or undermine efforts to provide market-based financial services on a sustainable basis over the long term. Types of microfinance opportunities include:

- **Microcredit:** it may be difficult for some crisis-affected people to access formal credit (when crisis affected people have lost or damaged assets such as livestock, workshops, tools, etc., start-up grants can be used to reduce debt, which is the first step towards enterprise recovery);
- **Savings schemes:** promoted through establishing self-help groups, village banks, tontines (rotational savings/capital associations), and other savings groups, which are instrumental to build capital, especially if the area is benefiting from an emergency employment interventions (a percentage of the emergency employment salary can be withheld in a savings account). Savings can be used as collateral for accessing loans (e.g. micro-credit);
- **Micro-insurance schemes:** have been already implemented in disaster prone countries and are increasingly included as part of financial services packages, e.g. to compensate small-holder farmers when crops are lost or damaged due to natural hazards. The small farmers can pay a relatively small premium to be insured often through a saving scheme or by participating in rural public works programmes.

**VOCATIONAL TRAINING INSTITUTIONS AND PROGRAMMES** - can boost the employability and enterprise development capacity of beneficiaries. Refresher training can also be provided to beneficiaries of livelihoods start-up grants/packages to establish their enterprises. [Start and Improve Your Business Training](#) (SIYB) is an ILO-developed model which can be adapted in different contexts and cultures. It is a viable strategy to generate self-employment rapidly, and can be used to address those groups most excluded from the labour market if they fulfil the necessary criteria (such as basic education levels).

**BUSINESS DEVELOPMENT SERVICES** - business development services should complement financial support provided with the recovery grant and are instrumental for the sustainability of the project. NGOs, chambers of commerce, private sector actors can provide business development services. In Kenya, UNDP and the government have set up business development centres to support economic recovery following the 2007 post-election violence. Business development services can facilitate the integration of micro and small enterprises in commodity value chains (e.g. fresh produce, dairy, cocoa, coffee, meat, hides and skins, etc.) and, to the extent possible, contribute to the effective economic recovery of the area.

Efforts must be made to link these programmes to the capacity development of chambers of commerce, credit and savings unions, commercial banks, etc. and the wider MDG acceleration frameworks. A non-exhaustive list of business development services includes:

- Financial literacy and business skills training;
- Support for loan applications;
- Formation and /or strengthening of business groups and associations;
- Promotion of entrepreneurs and client networks;
- Market analysis (demand, supply, etc.); and
- Promotion of access to technology and innovation (e.g. energy smart solutions for example through the use of solar panels, low tech solutions for example through stabilized soil block production).

**WOMEN' ENTREPRENEURSHIP DEVELOPMENT** - in crisis and post-crisis situations women often face many barriers to enterprise development. Micro and small enterprise promotion in the aftermath of a crisis should be made flexible enough to address women's needs and concerns, and include a number of individual and women's groups in enterprise recovery process. Support to women should go beyond providing women with traditional income generating activities but include category two enterprises (e.g. market linkages, public private partnerships, honey processing, factory garments making, etc.) The [Burundi case](#) presents a good example.

#### **Box 10. What Results did Project Implementation Actually Achieve?**

In the area of enterprise recovery, and in a greatly reduced summary, the five projects reviewed in the course of preparing this guidance note reported the following main results:

In **Burundi**, from 2008 - 2009, 52 enterprises were supported, including through the establishment of a permanent exposition site in Bujumbura which generated visibility and helped them to access a larger market.

In **Indonesia**, from 2006-2009, more than 1,000 enterprises were helped to recover from the impact of the 2005 tsunami.

Between 2009 and 2011, 6,000 enterprises were developed in South-Central **Somalia**.

Between 2008 and 2011, following the devastating cyclone, around 15,600 enterprises were helped, mainly in the Delta region of **Myanmar**.

In **Nepal**, around 5,000 enterprises were developed in the Tarai region between 2009 and 2011.

### **3.4. BUILDING BACK BETTER – 10 GUIDING PRINCIPLES FOR IMPLEMENTING AN EMERGENCY EMPLOYMENT AND ENTERPRISE RECOVERY PROJECT**

1. Support communities to play a lead role at all stages in the project design and implementation in order to reflect their values, needs and expectations;
2. Strengthen institutions, partnerships, coordination and understanding between all agencies and the community;
3. Integrate gender considerations that maximize the participation, empowerment, training and employment of women, whilst ensuring sensitivity to cultural and social norms;
4. Maximize the provision of training for enterprise and skills development, combined with labour-intensive technologies and an appropriate use of machinery;
5. Maximize the use of local resources, labour, enterprise, materials, tools, equipment, knowledge and ensure that maintenance arrangements are community-led and sustainable;
6. Effective coordination and communications help manage expectations and key relationships;
7. Commitment to a high level of transparency and accountability in decision-making and resource allocation;

8. Integration of disaster risk reduction practices and community coping mechanisms, including adherence to engineering standards, building codes and construction materials and compliance with local legal and planning provisions;
9. Ensure a strategic fit between the short-term project goals and longer term early recovery and economic development policies; and
10. Support national leadership, capacity building and institutional development throughout the project.

## 3.5. QUICK CHECKLIST - IMPLEMENTING AN EMERGENCY EMPLOYMENT AND ENTERPRISE RECOVERY PROJECT

**TABLE 7. KEY PARTNERS**

Common checklist	Specific to emergency employment	Specific to enterprise recovery
<ul style="list-style-type: none"> <li>• Is the project operational, for instance, are human resources capacities fully in place (possibly with temporary supplementation from UNDP SURGE and ExpRes rosters)?</li> <li>• Have options for accelerating processes like recruitment and procurement been exercised (e.g. application of UNDP fast-track procedures and/or in-country contingency arrangements)?</li> <li>• Have engagements with responsible parties been formalized with clearly defined roles and accountabilities?</li> <li>• Has procurement and cash-flow planning been undertaken, taking into account the resourcing picture?</li> <li>• Is the communications strategy being implemented and are expectations of key stakeholders being managed?</li> <li>• Is funding available for project implementation and is resource mobilization underway?</li> <li>• Has the risk log been updated?</li> <li>• Have consultations with communities been conducted and agreement reached on clear and transparent criteria and processes for selection of beneficiaries and emergency employment activities?</li> <li>• Has guidance, training, support has been provided to local NGO/CSO partners / responsible parties?</li> <li>• What is being done to link beneficiaries to microfinance, training, skills development and other longer-term recovery and development interventions?</li> <li>• Is continuous monitoring being performed to measure the economic impact on local markets and local actors and ensure that provision of cash payments and start-up assistance is not exacerbating local conflict/power dynamics?</li> </ul>	<ul style="list-style-type: none"> <li>• Is a simple operational manual available for project partners (e.g. responsible parties in a DIM environment) with criteria for selection of beneficiaries, guidance on evaluating proposals for emergency employment activities, training, wage setting, duration of work, safety requirements etc. specified?</li> <li>• Are the Board and/or local project committee(s) meeting as necessary to approve critical project decisions, selection of proposals for emergency employment activities?</li> <li>• Have cash transfer modalities been established? Have viable options for electronic transfers been explored?</li> <li>• How are wages being set?</li> <li>• Are beneficiaries being properly registered and has the beneficiary list(s) been verified?</li> <li>• Has the payment process been reviewed and tested and have appropriate systems been put in place? (e.g. database, biometric system)</li> <li>• Has a proper reporting and reconciliation system established?</li> <li>• Has a hotline for fielding complaints, as described in section 2.8, been established?</li> </ul>	<ul style="list-style-type: none"> <li>• Is a simplified operational manual for enterprise recovery been developed, for project partners such as local NGOs and CBOs, and have they received adequate guidance and training as necessary?</li> <li>• Has the selection process been launched and have beneficiaries been identified?</li> <li>• What application format is being used for enterprise proposals?</li> <li>• Are beneficiaries being supported throughout the proposal submission process (e.g. receiving training on financial literacy and business administration skills)?</li> <li>• Have microfinance strategies been developed to ensure that once start-up grant support is phased out, successful businesses are eligible for further assistance?</li> <li>• As start-up grants are a one-off, exceptional support measure with a clearly defined time limit, what other form/s of support are being provided to boost the self-reliance and managerial capacity of beneficiaries (e.g. microfinance, vocational training, or business development services)?</li> </ul>



## 4. KEY LESSONS LEARNED



*Tulasi Budhamagar's mushroom-growing business has won her a national award for entrepreneurship by the Government of Nepal. She is one example of the many female entrepreneurs who have been able to improve their own lot and to join forces with other women by organizing in cooperatives, with support from UNDP's enterprise recovery project in Nepal. Photo caption: UNDP Nepal*

The lessons below reflect UNDP's experience in a large number of post conflict/post disaster recovery situations, and in particular the nine documented case studies included in the [Comparative Experiences Papers](#). The following key lessons should be taken into account as the Country Office develops an **emergency employment project**:

**1. A VITAL LIFELINE** - the implementation of these projects by UNDP has provided an essential social and economic lifeline by injecting a vital source of temporary financial means for tens of thousands of households during a period of profound stress, and in some cases, hopelessness. For many it also provided a bridge between the immediate emergency needs of the most affected from within those communities and its longer term recovery;

**2. INVOLVE COMMUNITIES EARLY, IMPLEMENT SWIFTLY AND AVOID DELAYS** - although seemingly obvious, involve communities, local and/or national authorities and beneficiaries in the early design of the project in order to promote emergency employment creation as a way of improving the social contract between state and citizens. Authorities can participate in the establishment of selection criteria, selection of beneficiaries and activities, setting of policies for wages as well as help navigate other planning processes. Due to the urgency, the project design is sometimes carried out too hastily and without sufficient consultation. For example, project delivery is often delayed due to a lack of consultation from the start and where too much emphasis is placed on the internal process of writing of a project document and work plan. Proposed project activities require on-going collaboration and in-built flexibility as plans become operationalized. The early identification of potential bottlenecks can help. Finding the right cash transfer mechanism can take more time than foreseen, however, the 'Better Than Cash Alliance' provides access to a corporately tried and tested mechanism that can be tailored to local circumstances. Thoughtful and thorough procurement planning can save time. Securing SURGE assistance, fast-track approval processes and CPR emergency funds can trigger and accelerate rapid implementation;

**3. ENABLE, EMPOWER AND EMPLOY WOMEN** - in order to support equal employment opportunities, it is important to involve women as early in the process as possible. All stages of the project, from pre-assessment, implementation as well as monitoring and evaluation (including the reflection of sex and age disaggregated data) need to reflect the risks, opportunities and needs for both women and men equally.

It is also critical to ensure that the types of training and employment programmes offered are accessible for women, provide day care for children, provide for advocacy and sensitization campaigns to reach out to both women and their family members on the availability of training and employment opportunities as well the promotion of decent work for all;

**4. INTEGRATE DISASTER MITIGATION AND CONFLICT PREVENTION TO BUILD BACK BETTER** - emergency employment projects have not always sufficiently integrated conflict prevention and disaster mitigation to ensure that they socially 'build back better'. Projects need design measures and expertise integrated within them to raise awareness and address the local root causes of conflict from the outset and continuously as it proceeds. It is important to establish clear and transparent criteria for the recipients of work opportunities in order to avoid unnecessarily creating social tension or conflicts within communities. A quota for female workers has helped in some countries and needs exploration in each new setting;

**5. DO NOT LET INADEQUATE COMMUNICATIONS FAIL THE PROJECT** - emergency employment projects are very visible entities and generate a high degree of media interest. A communications platform within the project is required to manage expectations and get the right messages out to the right people at the right time. This point holds equally true for enterprise recovery projects: ensure beneficiaries understand that recapitalization of small enterprises is a one-time opportunity and that labour intensive cash for work programmes normally provide only very temporary job opportunities. Emergency employment activities can unintentionally lead to harm, in particular, in situations where there is a weak rule of law and an injection of cash is provided into the community (refer to Minimum Economic Recovery Standards developed by the Small Enterprise Education and Promotion (SEEP) Network). Robust monitoring of the project will reveal and internally project shortcomings before they are reported in the press, giving management a head start in adjusting and communicating changes;

**6. LABOUR LAWS AND WORKER SAFETY** - be mindful of local labour laws so that wages respect local regulations, minimum working age limits (for example, ILO Convention 138). Monitor the effects of the project on local inflation, private sector labour and commodity markets. Via the responsible parties, make sure that insurance for workers are provided and that they abide by safety and security requirements etc.; and

**7. LINK TO ECONOMIC RECOVERY AND LONGER-TERM DEVELOPMENT** - emergency employment projects are considered short-term interventions. However, attempts must always be made to link them to economic recovery strategies and development plans.

Key lessons that have been learned with regards to **enterprise recovery** are summarized below:

**1. GRANTS ARE NOT SUITABLE FOR ALL CRISIS SITUATIONS** - the provision of start-up grants is less appropriate in an environment afflicted by frequent or recurrent crisis events, areas with serious delinquency problems and regions where markets cannot return to normal for a long time. Undertaking relevant assessments (e.g. emergency needs assessment, emergency markets assessment, markets monitoring, early warning bulletins, etc.) can help UNDP arrive at informed decisions. Start-up grants must be provided as a one-time occurrence, which should be made clear to the beneficiaries at the start of the project;

**2. SEPARATION OF LOANS AND GRANTS** - it is preferable that start-up grants are not provided by the same institution that provides loans (e.g. microfinance institution) unless there is no alternative. However, if there are no alternative partners to the microfinance institute, it should at least have separate staff to provide grants and loans;

**3. DEVELOP LOCAL CSO CAPACITIES TO DELIVER ACCORDING TO UNDP STANDARDS AND RULES PREFERABLY BEFORE THE CRISIS** - when partnering with CSOs who implement enterprise recovery activities, it is important to provide guidance and support to help them deliver. It is also important to establish a local network of relationships between CBOs. The UNDP team must actively encourage collaboration between organizations working along similar themes to strengthen local resilience and solidarity; and

**4. ENTERPRISE START-UP ASSISTANCE, AND IN PARTICULAR, START-UP GRANTS, SHOULD BE PROVIDED ONLY FOR A VERY SHORT TIME** - it is important for UNDP and its partners to phase out start-up assistance once markets begin to revive, and to cease assistance completely once the markets begin to function regularly (with an exception only for a few very needy households). Although start-up assistance is considered temporary and short-term, linking with access to key financial and non-financial services is a prerequisite for success. Consequently, these programmes should be slowly merged with national and local economic recovery strategies and development plans.

# ANNEXES

## ANNEX 1. KEY DEFINITIONS

**COMMUNITY** - refers to all actors, groups and institutions within a geographic area, including civil society organizations (CSOs), informal institutions, local authorities responsible for delivering services, and security providers. In addition to being defined geographically, communities can also be defined by shared interests, values and needs of their members.

**ECONOMIC RECOVERY** - is the process of stimulating the growth of an area's local economy through market development, strengthening new and existing enterprises, and job creation in the private sector and public institutions, including reconstructing needed infrastructure that will allow for trade and commerce to take place in local, national, regional and international markets.<sup>1</sup> Economic recovery involves post-crisis sustained growth 'at significantly higher than historical rates, and should be accompanied by significant employment creation and by action to reduce severe horizontal inequalities,' and following conflict or disaster should be a transformative process of building back both better and differently, which requires 'a mix of far-reaching economic, institutional, legal and policy reforms' upon which to build self-sustaining development.<sup>2</sup>

**EMPLOYMENT** - is defined here as a decent work situation that enables an individual to earn enough to maintain their own and/or their household's needs above a reasonable poverty line.

**ENTERPRISE** - a business undertaking pursued through an entrepreneur-driven business approach. It is a business organization, with capital, labour, technology, market and management appropriately organized for a successful outcome of the entrepreneurial initiative and investment. In this regard, for family-based income-generating activities to qualify, they must be carried out in the context of a business enterprise, which entails the deployment of capital, technology and management as well as engagement of wage-labour. If family members are to be employed they must derive remuneration at the market wage rate.

**INFRASTRUCTURE REHABILITATION INTERVENTION** - meant to help rebuild communities and restore needed community infrastructure and services in post-crisis settings. Infrastructure may include roads, bridges, transportation systems, ports, water and sanitation systems, shelter, energy sources and electrical grids, telecommunications, health facilities, schools, government buildings, community centres, irrigation and drainage systems for agriculture, and other structures.

**LIVELIHOODS** - comprises 'the capabilities, assets (including both material and social resources) and activities required for a means of living.'<sup>3</sup>

**MICRO, SMALL AND MEDIUM ENTERPRISES (MSME)** - the definitions of micro, small and medium enterprises may differ from country to country. The European Union defines them as follows:

- Micro-enterprise: a business that employs fewer than 10 persons and whose annual turnover and/or annual balance sheet total does not exceed EUR 2 million;
- Small enterprise: a business that employs fewer than 50 persons and whose annual turnover and/or annual balance sheet total does not exceed EUR 10 million; and
- Medium-sized enterprise: a business that employs fewer than 250 persons and whose annual turnover does not exceed EUR 50 million or whose annual balance-sheet total does not exceed EUR 43 million.

Since UNDP often targets the poorest in the lowest income bracket, it therefore works with micro-enterprises. However, through its policy advisory support to government, UNDP creates an enabling environment for micro, small and medium enterprises or business to recover and grow. UNDP follows country or regional-specific definitions for micro, small and medium enterprises.

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1 Women's Refugee Commission. Building Livelihoods: A Field Manual for Practitioners in Humanitarian Settings. May 2009, p.342.  
2 UNDP Bureau for Crisis Prevention and Recovery. Post-Conflict Economic Recovery: Enabling Local Ingenuity. 2008, p.5.  
3 DFID. "The Sustainable Livelihoods Distance Learning Guide." DFID Sustainable Livelihoods Guidance Sheets. April 1999.

**START-UP GRANTS AND START-UP PACKAGES** - a start-up grant is seed capital that helps to re-establish or jump-start an income generation or entrepreneurial endeavor, while a start-up package—also known as a start-up pack, or start-up kit—can include tools and small-scale equipment, and inputs such as seeds and materials, training and technical assistance needed to engage in an occupation. The provision of start-up grants and start-up packages through livelihoods stabilization programmes tends to target high-risk groups, e.g. households that are worst affected by a crisis, women and youth, internally displaced persons (IDPs), ex-combatants, people from socially excluded groups and others that have lost their assets, and aim to help them return to or rebuild their livelihoods by tapping into immediate emerging opportunities.

**VIABLE ENTERPRISE** - an enterprise is considered viable when the income generated from it is sufficient to pay all costs involved in the input provision, production and marketing (including wages), when there are sufficient resources to replace the equipment (depreciation), and to provide reasonable revenues to the owner.

## ANNEX 2. ABBREVIATIONS AND ACRONYMS

<b>BDS</b>	Bureau for Crisis Prevention and Recovery	<b>NIM</b>	National Implementation Modality
<b>BDS</b>	Business Development Services	<b>NGO</b>	Non-governmental Organization
<b>BDP</b>	Bureau for Development Policy	<b>OCHA</b>	Office for Coordination of Humanitarian Affairs
<b>CAP</b>	Consolidated Appeals Process	<b>PBF</b>	Peacebuilding Fund
<b>CBO</b>	Community Based Organization	<b>POPP</b>	Programme and Operations Policies and Procedures
<b>CERF</b>	Central Emergency Response Fund	<b>PSO</b>	Procurement Support Office
<b>CO</b>	Country Office	<b>SEEP</b>	Small Enterprise Education and Promotion Network
<b>CPR</b>	Crisis Prevention and Recovery	<b>SIYB</b>	Start and Improve Your Business
<b>CPR TTF</b>	Thematic Trust Fund for Crisis Prevention and Recovery	<b>SME</b>	Small and Medium Enterprises
<b>CSO</b>	Civil Society Organization	<b>TRAC</b>	Total Resources Allocated to Core
<b>CWGER</b>	Cluster Working Group on Early Recovery	<b>UN</b>	United Nations
<b>DIM</b>	Direct Implementation Modality	<b>UNCDF</b>	United Nations Capital Development Fund
<b>DRR</b>	Disaster Risk Reduction	<b>UNDAF</b>	United Nations Development Assistance Framework
<b>ER</b>	Early Recovery	<b>UNDP</b>	United Nations Development Programme
<b>ERF</b>	Emergency Recovery Fund	<b>UNEP</b>	United Nations Environment Programme
<b>FA</b>	Flash Appeal	<b>UNHCR</b>	Office of the United Nations High Commissioner for Refugees
<b>FAO</b>	Food and Agriculture Organization	<b>UNICEF</b>	United Nations Children's Fund
<b>IDPs</b>	Internally Displaced People	<b>UNOPS</b>	United Nations Office for Project Services
<b>ILO</b>	International Labour Organization	<b>UNV</b>	United Nations Volunteers
<b>LER</b>	Livelihoods and Economic Recovery	<b>WFP</b>	World Food Programme
<b>MDGs</b>	Millennium Development Goals		
<b>M&amp;E</b>	Monitoring and Evaluation		
<b>MSME</b>	Micro, Small and Medium Enterprises		



## ANNEX 3. ADDITIONAL REFERENCES FOR FURTHER READING

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