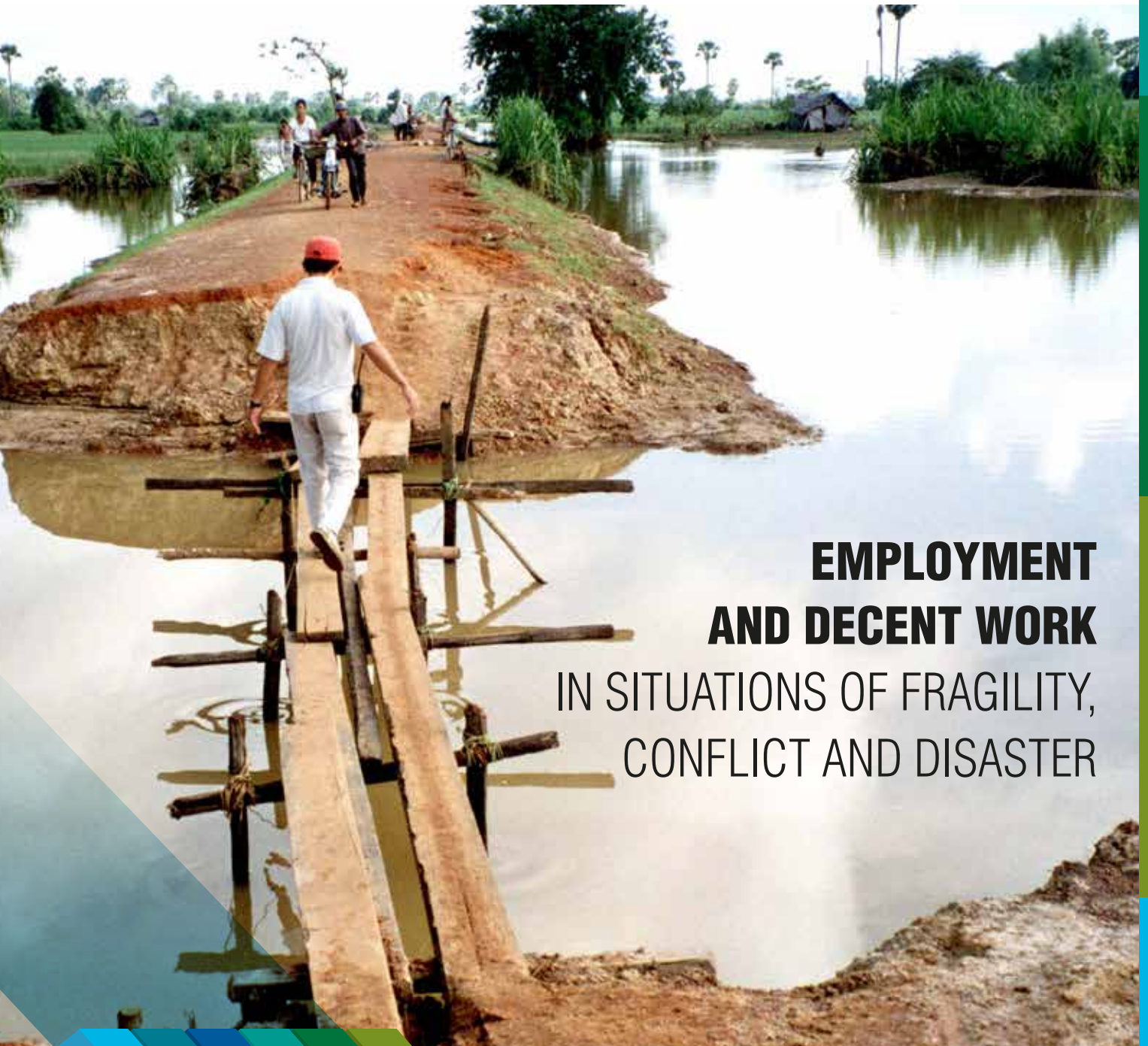




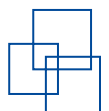
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EMPLOYMENT AND DECENT WORK

IN SITUATIONS OF FRAGILITY, CONFLICT AND DISASTER

 **GUIDE**



**EMPLOYMENT
AND DECENT WORK**
IN SITUATIONS OF FRAGILITY,
CONFLICT AND DISASTER

GUIDE

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Foreword

The Guide introduces key concepts characterizing situations of fragility, conflict and disaster. It provides practical instructions and ILO multidisciplinary approaches to recover create and protect Decent Work opportunities in situations of fragility, conflict and disaster. The Guide was developed to support the implementation of the Decent Work Agenda in these contexts in response to numerous requests from ILO officials and constituents that wished to be better informed about ILO's capacity, added value and potential involvement. In particular, the International Labour Conference, during its 105th and 106th is revising the "Employment (Transition from War to Peace)" Recommendation, 1944 (No. 71) and the guide is also intended to offer guidance to the increased demand from constituents to implement the recommendation by improving ILO role and ability to deliver initiatives in these settings.

In conflict and disaster's aftermath, crisis can be seen as an entry point for the ILO to further and proactively engage with a country. However, there can be a tendency to view "normality" and "crisis" as opposites, to which the appropriate responses are either small-scale development or large-scale humanitarian intervention. This on/off view masks the reality that many people in fragile settings live perpetually close to the edge of crisis, and that small deviations from the norm may tip them over the edge. Early intervention to stop people's livelihoods collapsing can in principle prevent escalation to a full-blown crisis.

From the perspective of the world of work, the issue is about understanding the impact of fragility on labour markets and governance, but also how ILO's interventions may support the ability of labour market actors to prevent and mitigate the impact of adverse shocks on employment and decent work as well as recover and provide new opportunities to reduce fragility in return.

The Guide is based on practical experience and good practices from ILO interventions in situations of fragility, conflict and disaster since ILO's creation in the aftermath of WWI. It helps to understand what the ILO can offer in these contexts and provides guidance for engaging in country-level response. It includes a wide array of case studies and figures to illustrate ILO's past experiences, as well as tips and checklists. Particular attention has been given to mainstreaming gender throughout the document.

It includes practical tools, manuals, reports, evaluations etc. providing examples and more in-depth information on a specific topic. The Guide accompanies the user through each stage of crisis response from basic understanding and definitions, some internal organizational tips pertaining specifically to crisis response, undertaking the necessary impact assessments on employment and livelihoods, providing a multidisciplinary portfolio of policies and approaches, to mobilizing resources.

It is hoped that these Guide will be used as a valuable resource and practical guidance for ILO officials, constituents and partners to better understand the role the office and the organization can play in situations of fragility, conflict and disaster.

The guide is available in soft version at (<http://www.ilo.org/crisis>) as a working document. Given the complexity of the challenges, the Fragile States and Disaster Group (FSDR) of DEVINVEST wishes to continue updating the different chapters of this Guide by collecting inputs, comments and suggestions from ILO practitioners.

Terje Tessem

Chief

Development and Investment Branch (DEVINVEST)

Employment Policy Department

Acknowledgements

FSDR group of DEVINVEST wishes to thank all those who have supported and contributed to the development of the third edition of the guide that thoroughly updates the 2010 and 2012 versions.

The work has been coordinated by Federico Negro with the direct support of Jörn Fritzenkötter. Donato Kiniger-Passigli and Elisa Selva also contributed to the finalization of the guide.

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Geneva, May 2016

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Building upon several years of experience of ILO's involvement in situations of fragility, conflict and disaster, the chapter provides guidance on implementing ILO's response strategy. It provides rapid guidance on how to ensure the security of staff in fragile situations as well as how to evaluate ILO activities.

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Chapter 3 presents the existing coordination mechanisms, networking fora, planning frameworks and partnerships that can support ILO's response. It draws particular attention to the humanitarian and peacebuilding response mechanisms, especially the cluster approach, the humanitarian programming cycle and integrated peacebuilding missions in order to complement existing guidance in the Development Cooperation (DC) Manual. It describes the implications of relevant ongoing UN reform processes, especially with regard to ILO's role in the Global Early Recovery Cluster.

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Chapter 4 presents ILO's role and added value in conducting assessments of the impact of conflicts and disasters on employment, livelihoods and social protection. It presents inter-agency assessment frameworks (PCNA and PDNA) and the partnerships that ILO can leverage for ILO involvement in post-crisis assessments. In addition, it describes tools that ILO uses for livelihood, employment and social protection assessments. Lastly, it explains what it means to engender an assessment and provides tips on how to do so.

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This chapter proposes a portfolio of programming strategies, actions and initiatives for ILO involvement in situations of fragility, conflict and disaster, coupling upstream approaches for policy and institutional support with downstream, projects and initiatives to promote Decent Work. This chapter concludes with information and references on targeted interventions for specific groups.

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Responsibilities for pursuing external resources in fragility, conflict and disaster settings require that the ILO employ an agency-wide effort. This chapter concisely presents internal and external resource mobilisation mechanisms which can support ILO field-level activities. While resource mobilisation is presented as a separate chapter in this guide, in fact, it is part of one continuous and dynamic process in fragile, conflict and disaster situations.

List of acronyms

ACTEMP	Bureau for Employers' Activities
ACTRAV	Bureau for Workers' Activities
ADB	African Development Bank
AIDS	Acquired Immune Deficiency Syndrome
ALNAP	Active Learning Network for Accountability and Performance in Humanitarian Action
BBB	Build Back Better
BDS	Business Development Services
BMZ	German Federal Ministry for Economic Cooperation and Development
CAP	Consolidated Appeals Process
CCA	Common Country Assessment
CCDP	Graduate Institute's Centre on Conflict, Development & Peacebuilding
CDR	Community-Driven Recovery
CERF	Central Emergency Response Fund
CHF	Common Humanitarian Fund
CIFP	Country Indicators for Foreign Policy
CWGER	Cluster Working Group on Early Recovery
DCOMM	ILO Department of Communication and Public Information
DDR	Disarmament Demobilisation Reintegration
DFID	Department for International Development (UK Government)
DGO	UN Development Group Office
DMT	Disaster Management Team
DO	Designated Official
DSRSG	Deputy Special Representative of the Secretary-General
DRR	Disaster Risk Reduction
DWCP	Decent Work Country Programme
EU	European Union
FA	Flash Appeal
FAO	Food and Agriculture Organisation
FO	Field Office
FSP	Financial Service Provider
GFDRR	World Bank Global Facility for Disaster Reduction and Recovery
HC	Humanitarian Coordinator
HPC	Humanitarian Programming Cycle
HQ	Headquarters
HSF	Human Security Fund
IASC	Inter-Agency Standing Committee
ICCG	Inter Cluster Coordination Group

IDPs	Internally Displaced Persons
IFIs	International Financial Institutions
ILC	International Labour Conference
IMF	International Monetary Fund
IOM	International Organisation for Migration
IPEC	ILO International Programme on Child Labour
IPRSP	Interim Poverty Reduction Strategy Paper
IRC	International Rescue Committee
IRTAP	Income Recovery Technical Assistance Programme
IRP	International Recovery Platform
ITP	Indigenous Tribal People
ISDR	International Strategy for Disaster Reduction
JAM	Joint Assessment Mission
JNA	Joint Needs Assessment
LEAP	Liberia Employment Action Plan
LED	Local Economic Development
LEEP	Liberia Emergency Employment Programme
LER	Local Economic Recovery
M&E	Monitoring and Evaluation
MDGs	Millennium Development Goals
MDTF	Multi-Donor Trust Fund
NAF	Needs Analysis Framework
NEEP	National Emergency Employment Programme
NGOs	Nongovernmental Organisations
OCHA	Office for the Coordination of Humanitarian Affairs
OECD	Organisation for Economic Co-operation and Development
PBSO	Peace Building Support Office
PBF	Peace Building Fund
PCNA	Post Conflict Needs Assessment
PDNA	Post Disaster Needs Assessment
PES	Public Employment Services
PPPs	Public Private Partnerships
PRSP	Poverty Reduction Strategy Paper
PRS	Poverty Reduction Strategy
QIA	Quick Impact Assessment
RC/HC	Resident Coordinator/Humanitarian Coordinator
REIPs	Rapid Employment Impact Projects

RFTF	Results-Focused Transition Framework
RIRF	Rapid Income Recovery Framework
RO	Regional Office
SDC	Swiss Agency for Development Cooperation
SIYB	Start and Improve Your Business
SLS	Security Level System
SMEs	Small and Medium Enterprises
SMT	Security Management Team
SPF	Social protection Floor
SRFF	Standby Recovery Financing Facility
SRM	Security Risk Management
STD	Sexually Transmitted Disease
TA/TC	Technical Assistance/ Cooperation
TORs	Terms of Reference
TRM	Transitional Results Matrix
TRF	Transitional Results Framework
UN	United Nations
UNCT	United Nations Country Team
UNDAF	United Nations Development Assistance Framework
UNDG	United Nations Development Group
UNDP/BCPR	United Nations Development Programme/ Bureau for Crisis Prevention and Recovery
UNDSS	United Nations Department of Safety and Security
UNIDSR	United Nations Office for Disaster Risk Reduction
UNHCR	United Nations High Commission for Refugees
UNICEF	United Nations Children's Fund
UNOPS	United Nations Office for Project Services
USAID	United States Agency for International Development
WB IDA	World Bank International Development Association
WB	World Bank
WFP	World Food Programme

Introduction

Why this Guide?

Increasing resilience, especially of about 28 per cent of the world's poor who live in fragile settings, must be a prime focus for achieving the Sustainable Development Goals (SDGs). This guide is an attempt to accompany practitioners working in situations of fragility, conflict and disaster to provide them with guidance and a menu of ILO's best practices in these contexts.

The ILO has responded to conflicts and disasters since its foundation, and ever since it has highlighted the role of socio-economic policies and programmes in peacebuilding and recovery. Recommendation No. 71, adopted in 1944 and being revised as a standard setting item by 2016 and 2017 ILCs, proposed a pioneering approach to promoting peace and social justice in the aftermath of the Second World War, through employment-based recovery and reconstruction. This approach continues to be highly pertinent in similar contexts, which will be one of the core subjects of this guide.

Engaging in situations of fragility, conflict and disaster is relevant for the ILO. A 2014 GB analysis of the ILO's technical cooperation indicated that the ILO has implemented 159 projects in fragile situations since 2004 and increased its extra-budgetary technical cooperation expenditure nearly tenfold in these countries. The Jobs for Peace and Resilience Programme launched by the GB in 2015¹ calls on the Office to scale up its efforts in fragile settings.

In terms of opportunities, the stakeholders interviewed for an evaluation of ILO's work in post conflict, fragile and disaster affected countries pointed to its specific nature and uniqueness as a tripartite organization, which also supports decent work through development

of social dialogue in these fragile settings.² In situations of fragility, conflict and disaster settings, on the basis of its technical knowledge the ILO complements and fills the capacity gaps of national and international organizations and supports processes of transformation and strengthening of institutions and social partners. These institutions and social partners are essential in the transition from response through humanitarian response to recovery and development.

Interventions in the areas of capacity-building of institutions and constituents, in particular at the local and grassroots levels, are mentioned as particularly needed and appreciated to support the transition from the post-crisis to the recovery and sustainable development phase. These types of interventions are reported to be particularly effective in post-crisis contexts, as they seem to contribute to strengthening capacity, developing skills and therefore building resilience to future shocks.

Finally, it is crucial to stress that ILO involvement in situations of fragility, conflict and disaster is carried out by many parts of the Office, country responses being coordinated mainly by regional and country offices, and therefore this guide is a living document that counts on the future inputs from the direct experience of its readers.

Who is this Guide for?

The Guide is for all ILO staff, constituents and ILO's partners involved in planning, programming, supporting and implementing ILO responses.

The purpose of this document is to provide both guidance and advocacy for ILO's engagement in situations of fragility, conflict and disaster.

1 ILO: GB.325/POL/7, in: http://www.ilo.org/wcmsp5/groups/public/---ed_norm/---relconf/documents/meetingdocument/wcms_413765.pdf

2 ILO Evaluation Office: Independent thematic evaluation of the ILO's work in post-conflict, fragile and disaster-affected countries, Geneva, 2015.

How to use the tools

Each chapter shows various tools which have a reference number, document type, title, author and year of publication. To open the document simply click on it as per the below example.



TOOL
5.47

GUIDE: Local Economic Recovery in post conflict situations, ILO/CRISIS, 2010

1 CONCEPTS AND IMPLICATIONS OF FRAGILITY, CONFLICT AND DISASTER

This chapter provides an overall picture and suggests definitions of fragile settings, conflict and slow or sudden onset disasters and their impact on issues relating to Decent Work.

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Concepts of fragility, conflict and disaster¹

1.1 Drivers of fragility

Fragility entails an increased risk of possible shocks that should inform programming decisions. Zooming in on the probable repercussions of fragility on employment and Decent Work, including rights at work, social protection and social dialogue, may require the adaptation of interventions – prioritising and combining short- and long-term – in order to contribute to crisis mitigation, recovery and resilience. Figure 1 shows a brainstorming aid to help practitioners consider a range of possible drivers of fragility that impact on one’s programming context.²

TOOL 1.1 **REPORT:** Employment and Decent Work in Fragile Settings: A Compass to Orient the World of Work, ILO/CCDP, 2015

The term “fragile state” has been used by practitioners and academics to describe delicate or extremely vulnerable conditions in a range of different countries. A variety of similar “labels” – states in chronic conflict, states in crisis, transitional states, collapsed states,

weak states, failed states, and so forth. – have also been applied in the past to countries that suffer from recurring cycles of poverty and violence. Several organizations and institutions have adopted approaches to defining and measuring fragility. However, there is no agreed definition of fragility, and it does not necessarily define a category of conditions; it can also refer to pockets or situations of fragility within or across borders. Most definitions (see tool 1.2) describe ‘fragile states’ as being characterised by the absence or extremely weak state attributes (institutions) and by weak delivery of state functions (security, welfare, justice, representation).

TOOL 1.2 **FACTSHEET:** Selected definitions and characteristics of fragile states, FSDR/DEVINVEST, 2016

TOOL 1.3 **FACTSHEET:** List of fragility indices, FSDR/DEVINVEST, 2016

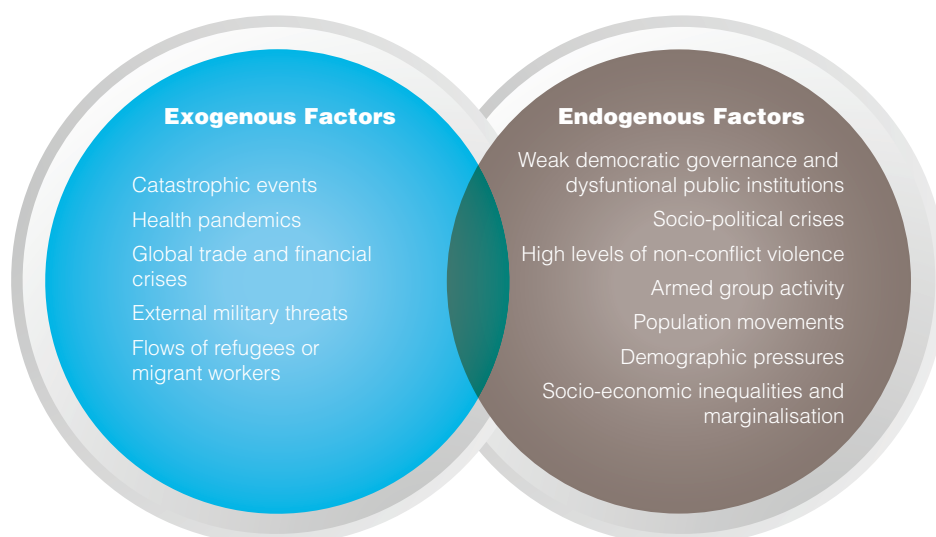
TOOL 1.4 **REPORT:** States of Fragility - Highlights, OECD, 2015

1 Unless stated otherwise, all definitions are as proposed in the Report V (1): *Employment and decent work for peace and resilience: Revision of the Employment (Transition from War to Peace) Recommendation, 1944 (No. 71)*

2 In 2015, an ILO research project in cooperation with the Graduate Institute’s Centre on Conflict, Development & Peacebuilding (CCDP) has identified drivers of fragility and divided them into endogenous and exogenous factors. Fragility can be caused by a combination of these factors.

As much as the definitions of state fragility are diverse, so are its rankings and measurements. As tool 1.3 suggests, different research institutions use different indicators and ranking

FIGURE 1: Endogenous and exogenous drivers of fragility



methods that measure different notions and concepts and consequently produce different annual fragility rankings or indices. Table 1 displays a comparison of the “top ten fragile situations” taken from four different indices. Of note here is the OECD, that ceased ranking fragile states since it published the “States of Fragility Report” in 2015. Instead, OECD places countries along a diagram of drivers of fragility.

Making sense of fragility

Both practitioners and academics increasingly voice concerns over the implications of applying the term generically to a range of different countries and situations. In practical terms, if a country context is “fragile”; what concretely does that change for work in such a country?

The terminology has become part of the programming language itself, and has been adopted by some of the least-developed countries and conflict-ridden states to self-proclaiming themselves as being in need of qualitatively different, and possibly also more intense, involvement on the part of the international community.

The term “fragility” is increasingly being used to describe all kinds of intervention settings in both development and humanitarian circles – with concerns raised by many that in the process the label risks becoming the all-encompassing and substance-depleting buzzword. Many contributors also point to the

potentially damaging effects of labelling a state ‘fragile’. Such labels are likely to be perceived as negative and may cause unintended consequences – for example, external actors may be discouraged from investing, thereby contributing to the state’s international isolation; or donor agencies may doubt aid-effectiveness in countries labelled as fragile and withdraw funding and thereby create ‘international aid orphans’. Labelling a state ‘fragile’ is therefore a delicate political exercise and always involves judgement.

Fragility is most commonly associated with situations involving armed conflict, and in many respects the post-conflict, failing state of the 1990s is today’s “fragile state” in need of “stabilisation”.

A strong correlation between conflict and fragility clearly exists. Many drivers of fragility are also indicators of conflict such as state weakness and low income. It is fundamentally important to consider that conflict-affected and fragile situations are by definition dynamic and may at any time move into, out of, or across the spectrum of fragility. Differences between

Fragility may be understood as sudden or cyclical situations in which one or more exogenous or endogenous risk factors exacerbate pre-existing or emerging political instability and socio-economic vulnerability. From the perspective of the world of work, this translates into the extent to which labour market actors are no longer able to provide or access employment and decent work opportunities.

TABLE 1: Results of fragility indices/rankings compared, by FSDR/DEVINVEST

RANKING	CIFP ('16)	FSI ('15)	GPI ('15)	WB: HLFS ('16)	OECD: SFI
1	South Sudan	South Sudan	Syria	Somalia	CAR
2	Somalia	Somalia	Iraq	South Sudan	Chad
3	CAR	CAR	Afghanistan	Eritrea	DRC
4	Yemen	Sudan	South Sudan	CAR	Côte d’Ivoire
5	Sudan	DRC	CAR	Zimbabwe	Guinea
6	Afghanistan	Chad	Somalia	Sudan	Haiti
7	DRC	Yemen	Sudan	Comoros	Sudan
8	Chad	Syria	DRC	Guinea-Bissau	Swaziland
9	Iraq	Afghanistan	Pakistan	Afghanistan	Yemen
10	Syria	Guinea	North Korea	Micronesia/Marshall Islands	-

Fragility in Haiti and Liberia

To illustrate, the international response to Haiti’s catastrophic earthquake in 2010 was conducted under the rubric of disaster relief, and a series of emergency aid programmes was implemented. However, it became rapidly clear that the earthquake was the “final push” that tipped already frail governmental institutions into total ineffectiveness. In other words, what seemed to be an archetypical natural disaster response actually entailed combating weak domestic governance structures. Likewise, the health epidemic that emerged shortly after the earthquake was deeply rooted in the country’s inadequate sanitation infrastructure.

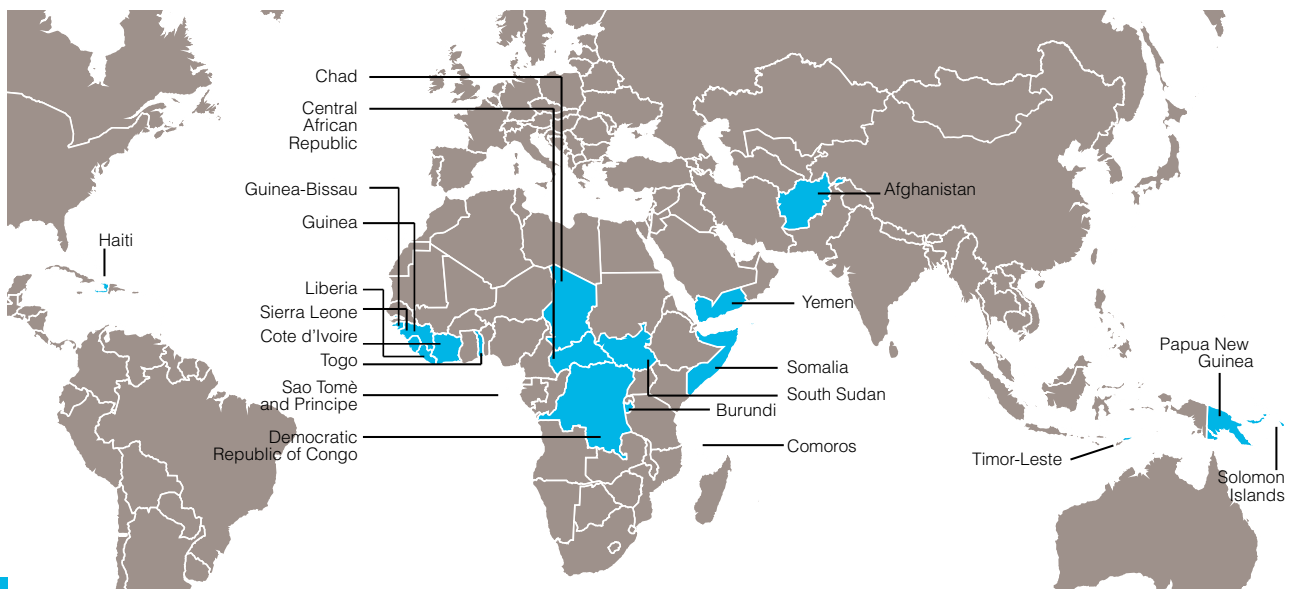
Liberia is another case that highlights the complexity and multiplicity of factors that trigger and drive fragility. Most recently, the 2014 Ebola crisis in the West African region emerged as an additional dimension to the fragility of state institutions and critical infrastructures in the country, and constitutes a typical example whereby an exogenous factor that is largely out of the government’s control (in this case a health pandemic) has exacerbated preexisting instability and vulnerability.

countries that are in the process of recovery and those that are in protracted crises are manifest but easily concealed through universal application of the term.

Finally it is important to recognise that the very concept of ‘fragile states’ lies at the heart of the security-development nexus. Despite a lack of empirical evidence, ‘fragile states’ are often considered safe havens for terrorism and are

thus perceived as a threat to global security. Channelling development cooperation to states defined as ‘fragile’ has become part of national and global security agendas to ‘prevent’ terrorism and ‘stabilise’ countries in crisis. The concept of ‘fragile states’ therefore blurs the lines between security and development agendas and requires development agencies to carefully consider the underlying political aims of development cooperation.

In essence, employing the term fragility has the merit of shifting the debate on conflict and disaster response from a linear process – from under-developed to developed – to a cyclical process: engaging in fragile situations is a long term commitment that might involve multiple setbacks. *Fragility is not synonymous with conflict or post-conflict situations, but seeks to capture the societal, political, and economic dynamics of prevailing or recurring vulnerability and instability.* Tackling fragility means placing the main emphasis on prevention measures in order to mitigate the effects of internal or external shocks for enhancing resilience. There can be a tendency to view ‘normality’ and ‘crisis’ as opposites, to which the appropriate responses are either small-scale development or large-scale humanitarian intervention. But this on-off view of crisis masks the reality that many people live perpetually close to the edge of crisis, and that small deviations from the norm may tip them over the edge. Early intervention to stop people’s livelihoods collapsing can in principle prevent escalation to a full-blown crisis.



From the perspective of the world of work, the issue is about understanding the impact of fragility on labour markets and governance, but also on how ILO’s interventions may support the ability of labour market actors to provide or access employment, livelihoods and decent work opportunities and reduce fragility in return.

The g7+ and the New Deal for Engagement in Fragile States

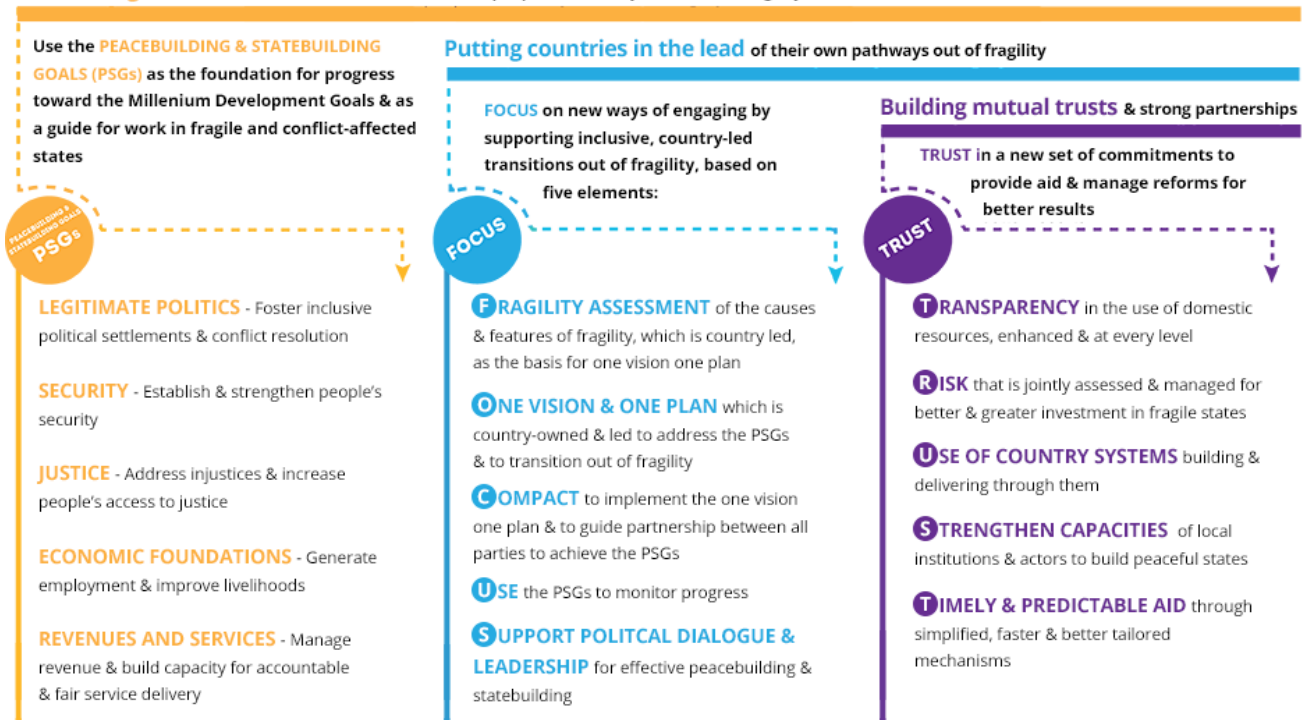
In 2010 the g7+ was formed in response to a gap identified by conflict-affected states in the achievement of the Millennium Development Goals and service delivery. Having directly experienced conflict or disaster, and seeking to transition to the next stage of development, the members recognized that conflict-affected states are best positioned to learn from one another and collectively advocate for contextually-tailored development policies for their countries³.

According to the g7+, fragility is defined as “as a period of time during nationhood when sustainable socio-economic development requires greater emphasis on complementary peacebuilding and state-building activities such as building inclusive political settlements, security, justice, jobs, good management of resources, and accountable and fair service delivery.” It does not emphasize weaknesses but instead highlights key areas in which countries affected by fragility need to be strengthened. The “New Deal for Engagement in Fragile States”, adopted at the 4th High Level Forum for Aid Effectiveness in Busan in 2011, aims to respond to some of the afore-mentioned challenges. The New Deal marks a shift in the global aid discourse and aims to break with generic donor-driven approaches to development cooperation by taking the unique challenges of conflict-affected and fragile states into account. It gives answers to the WHAT (Peacebuilding and State-building Goals), the WHO (Putting Fragile States in the lead) and the HOW (Building Mutual Trust and Strong Partnerships).

TOOL 1.5 **FACTSHEET: New Deal for Engagement in Fragile States, G7+, 2014**

THE NEW DEAL CREATES CHANGE BY...

Addressing what matters most for the 1.5 billion people affected by conflict and fragility



3 www.g7plus.org

For the g7+, programming interventions in fragility, conflict and disaster settings need to be built on the Peace and State-building Goals (PSG). This is of particular interest as they imply that a focus on employment and decent work can help break out of fragility cycles.⁴ Such

thinking is reflected by PSG4 of the New Deal, which emphasises the importance of “laying the economic foundations to generate employment and improve livelihoods” as part of its wider peacebuilding and state-building agenda.

1.2 Armed conflict and post conflict settings

International Armed conflict

occurs when one or more States have recourse to armed force against another State, regardless of the reasons or the intensity of this confrontation. Relevant rules of International Humanitarian Law may be applicable even in the absence of open hostilities. Moreover, no formal declaration of war or recognition of the situation is required.

Geneva Conventions 1949

Non-international armed conflict

or, to use an outdated term, “civil wars” are armed conflicts in which one or more non-State armed groups are involved.

Geneva Conventions 1949

In the past two decades civil conflict and violent social unrest have increased. The majority of conflicts no longer take place between but within states. Therefore, conflicts can be defined as a prolonged struggle between two or more parties, including international armed conflict (opposing two or more States) and non-international armed conflict (between governmental forces and non-governmental armed groups, or between such armed groups), as well as other situations of violence that destabilize societies and economies.

A formal surrender, a negotiated cessation of hostilities, or peace

talks followed by a peace agreement mark possible ends to a conflict.

In such cases there may be a peace agreement, but fighting with continue continues at a low level or sporadically, and frequently return after a short period. Therefore the legacy of violent conflict and the inability to absorb internal and external shocks often challenge sustained socio-economic development and create a temporary ‘state of fragility’. The notion of fragility applies to a range of situations at national and sub-national levels. States move into, out of, and across the spectrum of fragility - ranging from countries that are in the process of recovery after conflict and are re-building their political and economic institutions, to countries where low levels of state effectiveness and economic development seem to be chronic, as well as to countries where state-building and economic development are hampered by protracted conflict. In other cases conflicts and turmoil may occur in isolated pockets that can cross borders.

Fragile settings can further be characterized by increased levels of violence. Therefore, it is crucial to strengthen legitimate institutions and governance to provide citizens with security, justice, and jobs as stated in the World Development Report 2011.

4 On crisis response by employment and decent work programmes, see Graduate Institute of International Studies, ILO Crisis and Fedi, L. (ed.): *Employment in Response to Crisis. An Analytical Report of the Research Project “Strengthening Employment in Response to Crisis.”* Geneva 2005. For a long-term perspective, see ILO: *Local Economic Development Operational Guidelines in Post-Crisis Situations*, Geneva 1997.



TOOL
1.6

WORLD DEVELOPMENT REPORT:
Conflict, Security and Development, WB,
2011

Characteristics of conflict and post-conflict environments

Considering that armed conflicts are more likely to happen in Least Developed Countries (LDCs), post-conflict situations present unique challenges characterised by:

- Weakened institutions, disrupted social services, poor or malfunctioning economies and significant depletion of capacities at all levels. Compared to post-disaster settings, there will be a greater need for policy support, institutional development and coping capacities
- Instability at a macroeconomic and microeconomic level, such as political instability, high inflation, etc.
- Destruction of productive and unproductive assets causing people to flee from their region, which contributes to instability and further vulnerability
- Scarcity of human capital, lack of skills, protracted absence of services, lack of accessibility
- Persistent insecurity, lawlessness, and human rights abuses
- Destruction of physical capital such as roads, markets, electricity, telecommunication systems, etc.
- Destruction of social capital: relationships and community structures are often destroyed, coupled with a loss of confidence and trust in local institutions and formal authorities, and thus there is a great need for social dialogue to rebuild trust in institutions and support social cohesion, thereby contributing to conflict prevention
- Given the wide-range devastation and destruction to human, physical, social and natural assets (outlined above) the pace of recovery is usually slower than in post-disaster situations
- The presence of a war economy and vested interests may be further potential spoilers, particularly in extractive sectors, mining, fishery, forestry or wildlife.

1.3 Disasters

Disasters may arise from natural hazards (geological, biological, hydro-meteorological) or be induced by human processes (climate change, environmental degradation and technological hazards). They are often described as a result of the combination of the exposure to a hazard, the conditions of vulnerability that are present, and insufficient capacity or measures to reduce or cope with the potential negative consequences.

When vulnerable populations are exposed to recurring or cyclical hazard events such as drought, humanitarian emergencies are often a result, not just of the most recent event, but of the cumulative impacts of a number of previous events. These situations are referred to as **slow-onset emergency**, defined as one

that emerges not from a single, distinct event but instead emerges gradually over time, often based on a confluence of different events. When livelihoods fail to recover full resilience after a slow-onset event, such as the impact of climate change, drought, land or water degradation, a subsequent event, even if less severe, can push them more quickly into a situation of acute humanitarian need. If livelihoods

A **Disaster** is an occurrence, natural or man-made, causing widespread destruction and distress; a catastrophe.

In a social context, disaster is a serious disruption of the functioning of a community or a society causing widespread human, material, economic or environmental losses which exceed the ability of the affected community or society to cope using its own resources.
UNISDR 2009

Disaster-risk. The potential disaster losses, in lives, health status, livelihoods, assets and services, which could occur to a particular community or a society over some specified future time period.

UNISDR.

Disaster-risk reduction (DRR)

The concept and practice of reducing disaster risks through systematic efforts to analyse and manage the causal factors of disasters, including through reduced exposure to hazards, lessened vulnerability of people and property, wise management of land and the environment, and improved preparedness for adverse events.

UNISDR 2009

are not restored or strengthened between events through recovery and development activities, then smaller and smaller hazards can push households over the edge, resulting in a vicious circle.

The lines between types of emergency are often blurred. For example, flooding is normally categorized as rapid-onset. Yet it may take a month for heavy rains upstream to flow into rivers and flood downstream communities. However, the reason why we distinguish slow from rapid-onset events is straightforward: Slowly unfolding emergencies can be mitigated by early response.

Mitigation strategies aim to limit or reduce the magnitude of long-term climate change, primarily by reducing or preventing the emission of greenhouse gases. The Paris Agreement at the 21st Conference of the Parties (COP 21) reflects an important recognition of the inter-linkages between actions to address climate change on the one hand, and employment and social inclusion on the other. It is also a call to actors in the world of work to play their part.

The Sendai Framework for Disaster Risk Reduction, adopted at the Third UN World Conference on DRR in 2015 in Sendai, Japan, puts the focus on prevention. It is a 15-year, voluntary, non-binding agreement which recognizes that the state has the primary role of reducing disaster risk but that responsibility should be shared with other stakeholders including local government, the private sector and so forth. Through attainable targets, it aims to achieve “substantial reduction of disaster risk and losses in lives, livelihoods and health and in the economic, physical, social, cultural and environmental assets of persons, businesses, communities and countries.”

TOOL 1.7 COP 21 Paris Agreement, 2015

TOOL 1.8 **FACTSHEET:** Sendai Framework Chart, UNISDR, 2015

Characteristics of post-disaster environments

- The need for policy support, institutional development and coping capacities is less pronounced in post-disaster settings than in post-conflict settings.
- Human capacities and skilled labour are generally more available within the country than in post-conflict settings. Whilst their assets may have been wiped out, the survivors did not lose their skills, whereas in protracted conflict situations skills may be completely unavailable because no training and no businesses have been in existence for years or decades.
- Social cohesion may increase in the immediate aftermath of a disaster. Existing community organisations and social structures often help people cope with and recover from the consequences of a disaster.
- Disasters often occur cyclically in the same countries. Experiences from previous disasters and disaster preparedness measures should and can be built into disaster recovery processes.
- Disasters are often an opportunity for developing pre-disaster planning measures, although the response to natural disasters is still dominated by humanitarian relief assistance and emergency management.
- Recovery is expected to be faster after a sudden natural disaster than in post-conflict situations.
- International assistance has sometimes led to considerable supply-driven or demand-driven inflation and distortions of markets, for example wage inflation through ill-conceived Cash for Work Programmes or overpaid humanitarian workers



1.4 Resilience

Resilience can be described as the ability of households, communities and systems to anticipate, withstand, adapt to, and recover from the aftermath of shocks, stresses and threats (such as natural disasters, epidemics, socio-economic instability or conflict) in ways that support economic and social development and reduce vulnerability. Resilience is therefore a goal rather than an approach or activity in itself.

The concept of resilience is particularly important as a focus for humanitarian and development programming in contexts of recurrent, complex and dynamic shocks. Resilience is built up before, during and after crises, and focuses on the ability to overcome crises rather than to prevent them. These capacities need to be developed at the national level as much as possible, so that states do not have to rely on external assistance to cope with crises.

Strengthening resilience involves planning for the long term, embedding a culture of sharing, learning and testing, taking a more integrated approach to managing risks, and considering the weakest parts of the whole system.

The concept of resilience is used in a variety of ways. For instance, the following table provides some orientation as to how to measure resilience using four areas in which to measure adaptive capacities to determine the resilience

of communities (see *table below*).⁵

Adopting a resilience approach in the world of work requires the involvement of actors from the public and private sectors, in particular employers' and workers' organizations, governments, communities, businesses, cooperatives and agents of local economic development. Adequate and wide coverage of labour protection and social protection,⁶ creation of quality jobs and sources of income to secure livelihoods, and respect for fundamental rights at work are key to providing socio-economic resilience in the face of multiple hazards, and can be ensured only through

Resilience. The ability of a system to reduce, prevent, anticipate, absorb and adapt, or recover from the effects of a hazardous event in a timely and efficient manner, including through ensuring the preservation, restoration or improvement of its essential basic structures and functions. UN plan of Action on DRR for resilience 2013

⁵ Norris et al.: Community Resilience as a Metaphor, Theory, Set of Capacities, and Strategy for Disaster Readiness, *American Journal Community Psychology* (2008): p. 135.

⁶ *World Social Protection Report 2014/15*: The notion of social protection used by the ILO covers all measures providing benefits, whether in cash or in kind, to secure protection, *inter alia*, from: (i) lack of work-related income (or insufficient income) caused by sickness, disability, maternity, employment injury, unemployment, old age, or death of a family member; (ii) lack of (affordable) access to health care; (iii) insufficient family support, particularly for children and adult dependents; (iv) general poverty and social exclusion.

POSSIBLE INDICATORS OF RESILIENCE

1. ECONOMIC DEVELOPMENT

- Fairness of risk and vulnerability to hazards
- Level of diversity of economic resources
- Equity of resource distribution

3. SOCIAL CAPITAL

- Received social support
- Perceived (expected) social support
- Social embeddedness (informal ties)
- Organizational linkages and cooperation
- Citizen's participation, leadership and roles (formal ties)
- Sense of community
- Attachment to place

2. INFORMATION AND COMMUNICATION

- Narratives
- Responsible media
- Skills and infrastructure
- Trusted sources of information

4. COMMUNITY COMPETENCE

- Community action
- Critical reflection and problem solving skills
- Flexibility and creativity
- Collective efficacy and empowerment
- Political partnership

Livelihoods. A livelihood comprises the capabilities, assets (stores, resources, claims and access) and activities required for a means of living. ILO Thesaurus

Preparedness. The knowledge and capacities developed by governments, professional response and recovery organizations, communities and individuals to effectively anticipate, respond to, and recover from, the impacts of likely, imminent or current hazard events or conditions UNISDR 2009

higher preparedness, and the ability to respond and to recover.

The world spent US\$ 24,5 billion on humanitarian interventions in 2014.⁷ In the same year just 0.4 percent of Overseas Development Assistance was spent on prevention and preparedness according to the UN secretary-general.⁸ Yet investing in building resilience and prevention reduces the negative impact of conflicts and slow or sudden-onset disasters, which are most harmful in so-called situations of fragility. In fact, the total economic loss attributable to the impact of natural disasters from 2005 to 2015 was more than \$1.3 trillion. While it is

not possible to stop a hazard such as a cyclone or earthquake from happening, it is possible to prevent it, or reduce the depth or scale of negative impact on a country or community, from becoming a disaster. Planning ahead and putting in place the

key components of the response in advance helps everyone understand what to do and who is doing it, and this helps save lives and livelihoods if a crisis unfolds.

Preparedness is a continuous process of implementing measures that enable those concerned to be ready and able to respond, and then periodically repeating, updating or testing them in order to close gaps, build capacity, foster working relationships and clarify roles and responsibilities. In this logic, preparedness is a cornerstone of resilience. Risk analysis and monitoring are the cornerstone of preparedness as the process generates information on hazards that are likely to occur (risk analysis) and then 'rings the alarm bell' (monitoring) to allow national and international actors to act quickly on early warning information.



TOOL
1.8
bis

GUIDE: UNISDR Terminology Disaster Risk reduction, UN 2009

Recognizing inter-linkages: from fragility to resilience

Direct efforts and funding towards costly and often short-term crisis response and post-conflict interventions may be easier to measure and yield more immediate results, but may also inadvertently curtail global efforts to sustain peace. A people-centred approach and a commitment to leave no-one behind cannot be achieved through reacting to shocks as a palliative when evidence suggests

7 *Global Humanitarian Assistance Report 2015*, http://www.globalhumanitarianassistance.org/wp-content/uploads/2015/06/GHA-Report-2015_-_Interactive_Online.pdf.

8 J. Kellet and H. Sweeney: *Synthesis report: Analysis of financing mechanisms and funding streams to enhance emergency preparedness*, Development Initiatives (2011).

that they could have been prevented and human suffering and economic losses avoided. Therefore, addressing the root causes of conflict and disaster and strengthening people’s resilience to better cope, adapt, recover and transform when facing complex shocks and stresses means adopting a focus on fragile situations. While crises are an inherent part of development processes, their destructive impact can be greatly minimized if early warnings signs trigger early and preventive actions.

The focus on prevention requires greater focus, as a single UN system, on reducing and managing the risks of disasters, complex emergencies, violent conflict, health emergencies and all types of shocks, including forced displacement. Building resilience to all kinds of shocks and stresses, and recovering better and faster, have emerged as a key common action area of the global development agenda (see chapter 3 for existing global coordination mechanisms)

Implications of fragility, conflict and disaster

1.5 Why do Employment and Decent Work matter?

At its 70th General Assembly on 15 September 2015, the United Nations officially launched the 2030 Agenda for Sustainable Development that replaced the MDGs. Countries in fragile situations increasingly constitute the remaining epicentres of extreme poverty. While the MDGs themselves did not take the specific nature of fragility effectively into account, the new agenda commits the international development community to ensuring that all states achieve the

17 goals, in the spirit of ‘leave no one behind’. The new Agenda is wider in scope compared to the MDGs. It goes beyond socio-economic development to incorporating new areas of environmental sustainability and the building of peaceful societies and capable institutions. Its ambition is to eradicate poverty and achieve equality in all societies in fifteen years. The most relevant SDGs for involvement in fragile settings are listed below:

THE MORE RELEVANT SDGS FOR PROMOTING EMPLOYMENT AND DECENT WORK IN SITUATIONS OF FRAGILITY, CONFLICT AND DISASTER

 <p>1 NO POVERTY</p>	<p>1.4 Rights to economic resources and access to basic services 1.5 Build resilience</p>	 <p>10 REDUCED INEQUALITIES</p>	<p>10.2 Promote the social, economic and political inclusion of all</p>
 <p>3 GOOD HEALTH AND WELL-BEING</p>	<p>3.d Strengthen the capacity of all countries regarding health risks</p>	 <p>11 SUSTAINABLE CITIES AND COMMUNITIES</p>	<p>11.5 Strengthen resilience and adaptive capacities</p>
 <p>5 GENDER EQUALITY</p>	<p>5.1 End all forms of discrimination 5.2 End all forms of violence 5.a Undertake reforms to give women equal rights to economic resources</p>	 <p>13 CLIMATE ACTION</p>	<p>13.1 combat climate change impacts, targets (strengthen resilience and adaptive capacity) 13.3 improve human and institutional capacity on climate change mitigation, adaptation</p>
 <p>8 DECENT WORK AND ECONOMIC GROWTH</p>	<p>8.2 to 8.10 (economic productivity, decent job creation, development-oriented policies, global resource efficiency, youth employment, child labour, labour rights, OSH, domestic financial institutions)</p>	 <p>16 PEACE, JUSTICE AND STRONG INSTITUTIONS</p>	<p>16.6 peaceful societies: effective, accountable and transparent institutions 16.7 Ensure responsive, inclusive, participatory and representative decision-making at all levels 16.11 Strengthen relevant national institutions</p>

The Human Development report 2015 states that “the links between conflict and work are mutually reinforcing. Work can help with peacebuilding, and bad working conditions respectively unemployment, when overlapping with other social discontent, can be destabilizing.” It concludes that “the Decent Work Agenda and the human development framework are mutually reinforcing.”

TOOL 1.9 HUMAN DEVELOPMENT REPORT: Work for Human Development, UNDP, 2015

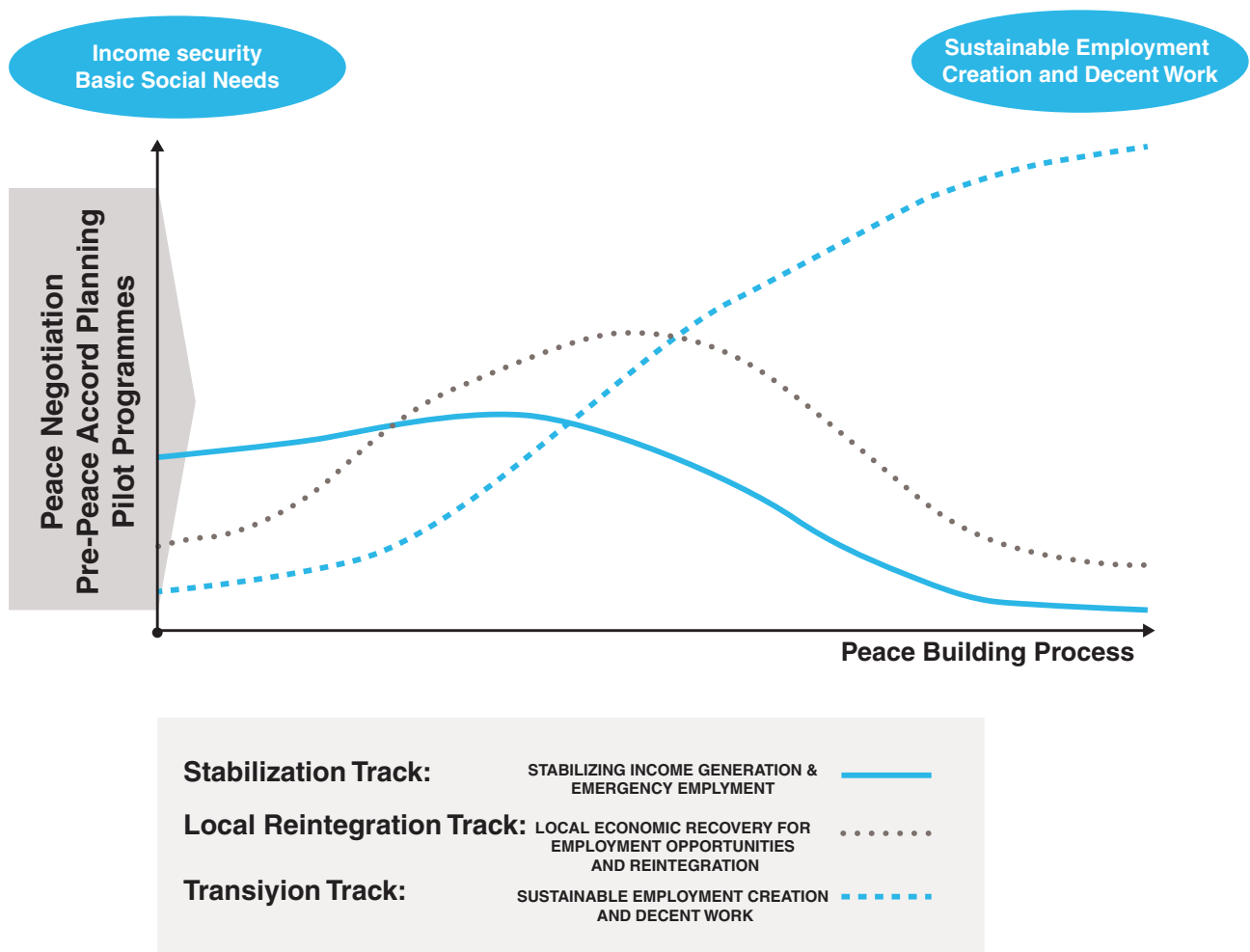
While a crisis may set back a society’s development efforts, it can also provide a “window of opportunity” for social, economic and political improvements; societies in a post-crisis environment are often more receptive to change. Governments and aid agencies can take advantage of this to design programmes that aim to reduce vulnerability

and strengthen coping mechanisms, fostering good governance, infrastructure improvements and so forth.

The 2009 United Nations Policy for Post-Conflict Employment Creation, Income Generation and Reintegration sets out a common policy framework for scaling up and coordinating employment creation and reintegration efforts by the UN, IFIs and the broader international community. It proposes a comprehensive set of policy initiatives, guiding principles and programming guidelines to support upstream and downstream interventions at country level in post-conflict settings. Specific attention is given to the needs and capacities of conflict-affected groups, with particular focus on unemployed women and youth (many of these interventions are described in sections 5.3 and 5.4).

An accompanying operational guidance note (Tool 1.x listed below) sets out the implementation and institutional arrangements

FIGURE 1: One Programme on three concurrent Tracks (curves measure Intensity of programmes)



among the different United Nations bodies in this field (see also 5.2).

“Rebuilding a shattered society takes far more than bricks and mortar. Quite often, the deeper challenge is restoring people’s sense of opportunity, dignity and hope. Employment and income generation are fundamental elements of the post-conflict solution. For communities and individuals, job creation and regular income can provide the means for survival and recovery. They are also keys to reaching out to young people and reintegrating ex-combatants and returnees. In short, generating employment is crucial to building peace”

United Nations Policy for Post-Conflict Employment Creation, Income Generation and Reintegration

TOOL 1.10 UN Policy for Post Conflict Employment Creation, Income Generation and Reintegration, 2009

TOOL 1.11 UN System-wide Operational Guidance Note for Post-Conflict Employment Creation, Income Generation and Reintegration, 2009

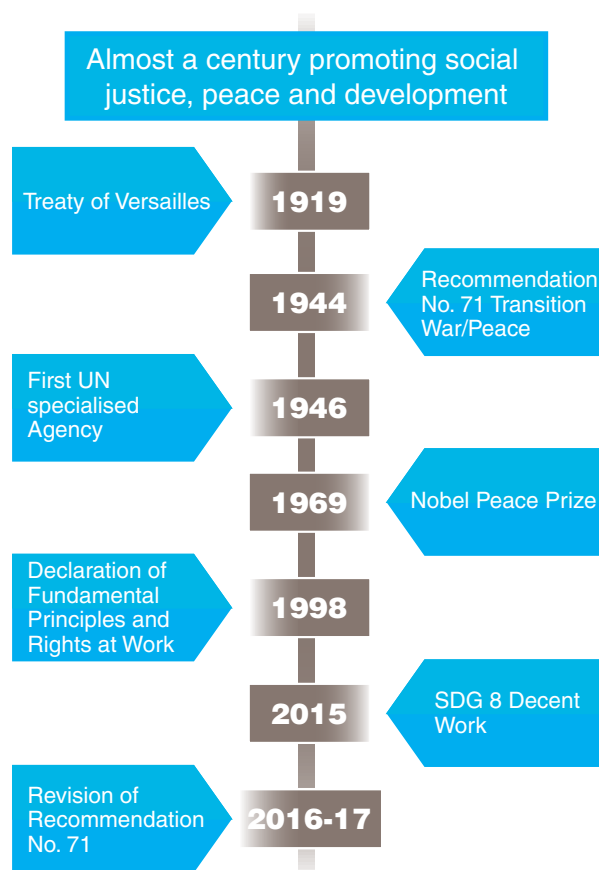
Aiming for peace and resilience means that employment and Decent Work interventions need also to target some of the world’s worst humanitarian situations. Some of these are not transitory problems but long-term protracted emergencies (for example, the persistently high levels of malnutrition in the Sahel), which continue to exist even in the absence of shocks such as drought. As the Secretary-General states in his report for the World Humanitarian Summit: “While international humanitarian and development approaches bring relief and advancement to millions, they too often fail to sustainably improve the prospects of many people in fragile and crisis-prone environments. Millions are trapped in dependency on short term aid that keeps them alive but falls short of ensuring their safety, dignity and ability to thrive and be self-reliant over the long term.”

ILO’s historic role for peace and resilience

The ILO can play a key role in transcending the humanitarian-development divide through its Decent Work agenda and its multidisciplinary

portfolio of possible interventions. ILO delivers immediate results in terms of jobs and skills training opportunities to ensure a real impact in the short term and gain credibility among local populations, institutions and partners for a longer-term contribution to creating conditions for durable solutions. For instance, in the absence of sustainable employment opportunities the ILO can contribute to providing social protection benefits to crisis-affected people not only for gaining income or income security, but also as dividends of freedom, security, dignity, self-esteem, hope, and a stake in the reconciliation and reconstruction of their communities.

Decent Work can be a critical factor in breaking cycles of fragility and can lay the foundations for the construction of stable communities affected by disaster and conflict. Working in fragile areas of a country may contribute to empowerment of national institutions to create an enabling environment for socio-economic recovery and development through policies that enhance Decent Work opportunities and social protection. However, these activities have to be paired with projects that deliver quick peace dividends in order to strengthen local support for ILO’s engagement.





A growing spectrum for employment and Decent Work interventions

The situation more than 70 years after the adoption of Recommendation No. 71 has grown more complex, with changes in the nature of conflicts themselves as well as in the responses needed. In addition to conflicts, the ILO has also been called upon by its Members to address other kinds of crises, such as disasters, and the experience it has gathered attests to the critical role of job creation and decent work strategies, in particular in States that are in fragile situations, whether because of conflict or because of disasters or catastrophic events.⁹ This commitment by ILO constituents confirms the involvement of the ILO in providing a revised normative approach for employment and Decent Work in situations of fragility, conflict and disaster.

TOOL 1.12

REPORT V(1): Employment and decent work for peace and resilience: Revision of the Employment (Transition from War to Peace) Recommendation, 1944 (No. 71), ILO, 2015

TOOL 1.14

GB.320/POL/9: Technical cooperation in fragile States, ILO, 2014

The ILO itself was created to tackle the causes that had led to the First World War. Recommendation No. 71, adopted as the Second World War was drawing to a close, directed the ILO's response towards sustaining social justice to contribute to post-war reconciliation and recovery. The concept of lasting peace flowing from social justice was the most evocative expression of the ILO's role in contributing to peace, and the ILO received the Nobel Peace Prize in 1969 on the occasion of its 50th anniversary. The Declaration of Philadelphia, and the subsequent declarations including the ILO Declaration on Fundamental Principles and Rights at Work (1998) and the ILO Declaration on Social Justice for a Fair Globalization (2008), all embody this approach. The ILO Declaration on Social Justice for a Fair Globalization recognizes in its Preamble that it is time to address the "major challenges of income inequality, continuing high levels of unemployment and poverty, vulnerability of economies to external shocks and the growth of both unprotected work and the informal economy". It highlights the role of the Employment Policy Convention, 1964 (No. 122), as a governance instrument and the fact that the ILO's "four strategic objectives are inseparable, interrelated and mutually supportive".

When people are unemployed, the likelihood of their being enticed or manipulated to participate in violent activities may be higher. In unstable environments this may boost civil unrest and in extreme cases recruitment by insurgents, thus increasing the risk of turmoil and conflict. Unemployment and the discontent and grievances it stirs up — as well as the reduced opportunity cost of violence — may therefore be considerable. Crises destroy employment, sources of income, livelihoods, infrastructures and services and affect productivity and employability of affected population groups, with devastating effects in the case of protracted or extended crises, often wiping out decades of development

⁹ The ILO Governing Body decided to place a standard-setting item on the agenda of the 105th Session (June 2016) of the ILC on *Employment and decent work for peace and resilience: Revision of the Employment (Transition from War to Peace) Recommendation, 1944 (No. 71)*, for a double discussion with a view to revise the Recommendation.

work. Furthermore, crises hit already marginalised and vulnerable people the hardest.

A joint research project ILO, WB, UNDP and PBSO on the impact of employment programmes on peacebuilding

The four agencies will develop a report and practical guidance on how the impact of employment programmes on peacebuilding can be strengthened and how this can provide guidance for better alignment of design and implementation of country programmes in fragile situations.

A key element of this research includes country case studies in three countries, and the first selected by the Steering Committee (SC) is Lebanon. The objective of this case study is to provide an in-depth analysis of UN-WB complementarity and coordination with regard to employment programmes. It will also look in more detail at the peacebuilding impact of the various employment programmes financed or executed by the PBF, ILO, UNDP or WB.

This collaboration has been made possible by the UN – World Bank Fragility and Conflict Partnership Trust Fund.

- enhance constituents' resilience through provision of decent-work-focused recovery or prevention;
- support and protect the most affected population such as ex-combatants, returnees IDPs while sustainable reintegration efforts are put in place.

This trajectory should involve opportunities for work that is productive and delivers variously a fair income; security in the workplace and social protection for families; better prospects for personal development and social integration; freedom for people to express their concerns, organize and participate in the decisions that affect their lives; and equality of opportunity and treatment for all women and men.

Decent work helps pull people and societies out of crisis and on to a path towards sustainable development. It also offers crisis-affected people freedom, security, dignity, self-esteem, hope, and a stake in the reconciliation and reconstruction of their communities.

To better equip the ILO to work in fragile situations, the Director-General decided in 2015 to create a development cooperation flagship programme called the “**Jobs for Peace and Resilience**”. It is designed as an employment-generation programme for conflict-affected and disaster-prone countries. It will place particular importance on the needs of unemployed, underemployed and low-skilled youth, as a group that is particularly susceptible to social exclusion and therefore can be a trigger of social and political instability. Through interventions with this group and others the programme can contribute to peace-building, national reconciliation and social cohesion (see 2.6).

Decent Work matters in crisis and fragile situations

Decent work is vital in contributing to reducing fragility, post-crisis stabilization and reintegration, paving the way for economic growth and sustainable peace. Decent work can:

- generate *peace dividends* in terms of employment, social protection and rights opportunities to communities most affected by fragility, conflict and disasters;
- provide recovery in such a way that it constitutes groundwork for a new development trajectory (i.e. crisis as an opportunity);



1.6 Implications of fragility, conflict and disaster for special need groups and sectors

Fragility, conflict and disaster may have increased adverse effects on the most marginalized and disadvantaged. They act as drivers of vulnerability which can be identified through different lenses. In contrast, taking a specific sectoral, gender, youth or rights approach also holds the promise of identifying drivers of change for the promotion of employment and Decent Work.

Implications for safeguarding fundamental principles and rights at work

Restoring regulation of the labour market is important for preventing discrimination, sexual exploitation and harassment, violence, forced labour, low wages and intolerable conditions of work, especially for women and children in situations of fragility, conflict and disaster.

The Declaration on Fundamental Principles and Rights at Work (FPRW) adopted in 1998 by the ILO stipulates four fundamental principles and rights at work:

- effective abolition of child labour
- elimination of all forms of forced or compulsory labour
- freedom of association and the effective recognition of the right to collective bargaining
- elimination of discrimination in respect of employment and occupation

Although not specifically mentioned, most complaints about violations of FPRW relate to fragile states. To realize the principle of freedom of association and the right to collective bargaining in practice requires, among other things, a legal basis which guarantees, first, that these rights are enforced and, second, an enabling institutional framework which can be tripartite, between the employers' and workers' organizations,

or combinations of both. Especially in fragile settings, this might not be a given.

Situations of internal conflict often involve forced recruitment and integration into fighting or support to the armed forces by non-governmental entities in particular, and even outright slavery. Forced labour may also arise in other post-catastrophe scenarios, especially during periods of absence of law enforcement and labour administration.

Discrimination and the resulting exclusion can be one of the main causes of social unrest that may lead to internal conflict, and therefore efforts to overcome these situations are important both in prevention and reintegration. The fight against discrimination is an essential preventive approach to the kind of ethnic, religious and other types of conflicts that can develop into armed clashes and civil war, and promotion of equality is an important factor in healing national wounds after conflicts and in ensuring fair distribution of programmes and protection following national crises.

Where fundamental principles and rights at work (FPRW) are disrespected, this can be a trigger of conflict and fragility, while promoting these principles can facilitate consensus-building in the post-conflict phase. Where consistent with national peace-building priorities, possible legal reforms and development plans should reflect FPRW. These principles can also be used to initiate dialogue between stakeholders, especially among social groups separated by conflict. The role of employers' and workers' organizations, whose right to freedom of association is cemented in ILO Conventions and procedures aimed at ensuring their role at national level, is an inherent part of all of the ILO's work in situations of fragility, conflict and disaster.

 **TOOL 1.16** Declaration on Fundamental Principles and Rights at Work and its Follow-up, ILO, 1998

 **TOOL 1.17** Integrated Strategy for Promoting Fundamental Principles and Rights at Work in Fragile Situations, 2016


**TOOL
1.18**

REPORT (VI): Fundamental principles and rights at work: From commitment to action Recurrent discussion under the ILO Declaration on Social Justice for a Fair Globalization and the follow-up to the ILO Declaration on Fundamental Principles and Rights at Work, ILO, 2012

Implications for workers' and employers' organizations

One of the situations that must be addressed especially in situations of protracted crises is that employers' and workers' organizations may be very weak or unrepresentative, either because of the political and economic atmosphere that often leads to conflicts, or as a result of a social or economic collapse. ILO programmes can help establish or re-establish these organizations. Employers' organization can play a fundamental role in situations of fragility, conflict and disasters by engaging in enabling an environment favorable to the establishment of sustainable enterprises. At the earliest possible stage of the recovery process, and in some situations even during humanitarian operations, local enterprises not only generate jobs for the affected population but also play a crucial role in providing the goods and services needed for the reconstruction and functioning of the country. Even more importantly, in the aftermath of disasters and conflict, the early engagement of employers in the aid-economy in the territory and its market, can pave the way for local economic development by creating and strengthening sustainable enterprises.

The role of workers' organizations in crisis situations is equally important, although it usually takes a different form. In many countries in crisis, especially in conflict situations, the trade unions may be the only national institution besides the armed forces to survive a crisis, especially after extended conflicts. In such cases their participation in social dialogue is vital to providing a contribution to national recovery deliberations and to ensuring that the needs of working people are not overlooked in the context of economic and social recovery. They also act in some cases to provide immediate relief.

One of the main challenges for trade unions in these situations is that they often have organizational and structural weaknesses. Trade unions need, and seek, capacity-building in understanding better their role in strengthening the democratic mechanisms as well as the administrative and management mechanisms of unions.

Implications for gender

The ILO's pursuit of gender equality is grounded in its recognition that equality is not just an intrinsic value and a right in itself, but also instrumental in achieving economic growth and poverty reduction. Fragility, conflict and disasters impact on both women and men, but affect them differently.

The gender division of labour in households and the economy means that many women have less access to economic resources including property, financial, inheritance and natural resources and are less able to control the resources and processes relevant to tackling crises. In disasters, women without land rights or who farm small plots are most vulnerable and may be forced off the land entirely. Since land and labour arrangements are usually negotiated through men, women in many societies lose access to both if there is no man to represent them. Women's working conditions plummet in all settings. Their workload increases tremendously due to damaged infrastructure, housing and workplaces; the need to compensate for declining family income and social services; and the care they provide for orphaned children, older people and people with disabilities. This also limits their mobility and time for income generation. Demographic patterns and household structure change, particularly in the wake of conflicts, and women often become the sole providers and caregivers of the household. In times of crisis, education declines most for girls owing to tighter family budgets and increased demands on their time, and women's opportunities are further diminished by their declining political participation and the reemergence of traditional patriarchal attitudes. Women also particularly fall prey to violence linked to the deterioration of law and order that accompanies crises, and to mass rape and abduction being used as a weapon of war. Crisis-related hardships combine and compound old disadvantages.

At the same time women are driving forces for post-conflict and post-disaster recovery and their inclusion in state-building activities provides the foundation for inclusive development strategies. Crisis situations serve as opportunities for addressing existing gender-based discrimination and rights violations. In recognition of women's special needs and strengths in post-crisis situations, the UN's Security Council adopted Resolution 1325 on women, peace and security which was reviewed in 2015 as regards its implementation.

Multi-skilling women in post-earthquake reconstruction in Gujarat, India

Following the 2001 Gujarat earthquake in India, ILO and the Self-Employment Women Association (SEWA) jointly set up a pilot project in ten villages, mainly targeting women artisans. Using a participatory model, this project involved the women in defining community needs.

The training focused on training women in handicraft and other income-generating initiatives, in shelter reconstruction based on labour-intensive techniques for earthquake-resistant construction, and in routine maintenance and repair work. The project emphasised multiple skills building, to provide occupational diversification as a major instrument of risk reduction.

Source: "Gender in Crisis Response, ILO FACT Sheet." InFocus Programme on Crisis Response and Reconstruction, Recovery and Reconstruction Department, May 2003

TOOL
1.19

GUIDE: Gender and Statebuilding in Fragile and Conflict affected States, OECD, 2013

TOOL
1.20

GUIDE: Gender equality in development cooperation projects, ILO

TOOL
1.21

UN Security Council Resolution 1325 on women, peace and security, 2000

TOOL
1.22

STUDY: Implementation of UN Security Council resolution 1325, 2015

TOOL
1.22
bis

GUIDE: Gender Handbook in Humanitarian Action, IASC, 2006

Implications for youth

Young people constitute more than one-third of the population in fragility-affected countries and are thus potentially a tremendous force for change.¹⁰ Directing the energy and creativity of youth towards peace and resilience requires rapid and sustained interventions of economic empowerment and civic participation.

Youth (15-24 year olds¹¹) are among the hardest hit by crises and among those groups least likely to find work. The reasons for young people's difficulties in accessing employment include lack of education, professional experience, social networks and job-related skills and competences. Prolonged periods of unemployment lead to young people becoming idle, frustrated and resorting to subsistence work in the informal sector or criminal activities to generate income. Furthermore, crises disrupt their educational opportunities and social support systems. The accumulation of these factors can push young people into the vicious circle of poverty and social exclusion and make them vulnerable to recruitment into armed forces, militias or gangs. The youth segment of the population is heterogeneous in terms of life situations, responsibilities and needs. For example, the oldest among this group, especially those who have grown up in the context of protracted conflict and have few productive skills adequate for the labour market, are often responsible for supporting ageing parents or raising their own children. The younger segments might not have such responsibilities, and hence are prone to prioritizing education over work and income-generation.¹²

Youth also frequently emerges as important social actors in crises. They can be among the most visible members of society, often at the forefront of social movements and, when appropriate training and job opportunities are fostered, young people can be among the strongest groups in the workforce. By denouncing injustices and demanding changes, they can be key social change agents in crisis response.

¹⁰ OECD-DAC Report: *Fragile States 2013: Resource flows and trends in a shifting world*, 2013.

¹¹ United Nations definition of youth age group. General Assembly Resolution, A/RES/50/81, 1995.

¹² DIIS Policy Brief: *Youth Employment in Fragile States*.



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TYPICAL OBSTACLES FOR YOUTH IN FRAGILE AFFECTED COUNTRIES TO ENTER THE LABOUR MARKET:

At the personal/social level:

- low education
- illiteracy
- physical and psychological scars from conflict experiences and violence
- early family responsibilities
- social norms that exclude women from engaging in productive employment

At the institutional level:

- scarcity of educational and vocational training institutions, especially in rural areas
- high costs of enrolling in secondary education
- available skills training fails to target young people

- skills training confined to a limited number of trades
- mismatch between skills trainings provided and market demands

At the national level:

- national policies fail to target and benefit young people directly through e.g. quota systems
- young people are mainly represented and treated as security concerns
- limited participation of young people in decision-making and policy formulation
- limited employment opportunities in the private sector

DIIS Policy Brief: Youth Employment in Fragile States, 2008

In 2015 the Security Council adopted Resolution 2250 (2015) on Youth, Peace and Security. It stresses the importance of creating policies for youth that would positively contribute to peacebuilding efforts, including social and economic development, supporting projects designed to grow local economies, and provide youth employment opportunities and vocational training, fostering their education, and promoting youth entrepreneurship and constructive political engagement.



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UN Security Council Resolution 2250, 2015



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PUBLICATION: Jobs after War, ILO InFocus programme on crisis response and reconstruction, 2003

Implications for children

Conflict, disasters and fragility have devastating effects on children's lives, and have contributed to the wider global crisis in child protection. Fragile states commonly lack even basic effective child protection measures, and children are at particular risk from many forms of abuse and exploitation in such settings. For example, children may lose the protection of the family and broader network and become easy victims of trafficking, sexual exploitation, recruitment into the armed forces, and other such "worst forms" of child labour.

Children may be deprived of schooling and training, sometimes for a long period, thus affecting their future choices. Lost and reduced incomes for the household as a direct result of a crisis or disaster can have devastating effects on children as it can affect their daily food and dietary intake and consequently their development (e.g. stunting). Also the lack of access to safe and adequate childcare, and the psychosocial trauma suffered by themselves and their family members, prolongs the recovery process.

Children can also be forced to join the armed forces in some of today's conflicts. Child soldiers share many challenges with both adult combatants and non-combatant children; but they also face unique difficulties. In these situations, besides the dangers of combat and carrying arms at such a young age, they suffer physical and psychological abuse, harsh duties and punishments, and are exposed to alcohol and drug consumption. Once the conflict is over, reintegrating children is highly complicated and sometimes prohibited by states as they are seen not as released victims of violations but as offenders who are then administratively detained for long periods or even prosecuted for association. In some cases tracing their families may prove difficult. Conflict may have turned them into orphans or have destroyed their family and community ties.

Implications for disabled people

Natural disasters and armed conflicts disproportionately affect people with disabilities. According to the UN Department of Economic and Social Affairs (UNDESA) Forum on Disability and Development, the mortality rate for people with disabilities in these settings was reported as being as high as between two and four times that of the non-disabled population at large.¹³ People with disabilities remain among the most hidden, statistically-invisible and socially-excluded groups. In disaster and conflict settings, people with disabilities are also often overlooked, including both those who already had a disability before the crisis and those who acquired a disability as a result of a conflict or disaster. They are often "invisibilized" in refugee and IDP assistance programmes as they are not identified or counted in refugee registration and data collection exercises; they are excluded from or unable to access mainstream assistance programmes as a result of attitudinal, physical and social barriers; they are forgotten in the establishment of specialised and targeted services; and they are ignored in the appointment of camp leadership and community management structures.

Disabled persons' potential to contribute and participate is seldom recognised; they are more often seen as passive than as a resource for problem resolution. Moreover traditional community coping mechanisms, including extended families, neighbours and other caregivers, often break down during displacement. The loss of community members can leave persons with disabilities extremely vulnerable and exposed to protection risks.

People with disabilities may need support in accessing mainstream and targeted emergency relief, medical care, and rehabilitation services. Like others affected by the crisis, they may need special support to earn an income, establish (or re-establish) their livelihoods, become self-reliant, and contribute to their communities. Disability-related extra costs should be covered by social protection schemes.

¹³ DESA Forum on Disability and Development Roundtable Discussion on Disability-Inclusive Disaster Risk Reduction and Resilience, 11 June 2014, http://www.un.org/disabilities/documents/COP/COP7/cosp7_side_event_disaster_risk_resilience.pdf.

Implications for ex-combatants

Armed conflicts leave behind large numbers of combatants from the army, rebel and para-military groups, who pose serious threats to society and the peace process. One of the most urgent tasks in immediate post-conflict situations is the Disarmament, Demobilisation and Reintegration (DDR) of these combatants into civilian life. This is vital to ensuring a true and lasting peace. For rebels and regular soldiers alike, peace and demobilisation often mean immediate loss of income and status, for them and their families. Thus they must rapidly receive assistance to make the transition from military to civilian life, and in particular to find jobs, allowing them to earn a decent livelihood and place in their community.

What is Disarmament, Demobilisation and Reintegration (DDR)?

DDR has become an integral part of post-conflict peace consolidation. DDR activities are crucial components of both the initial stabilization of war-torn societies as well as their long-term development. DDR must be integrated into the entire peace process from the peace negotiations through the peacekeeping and follow-on peacebuilding activities.

Disarmament is the collection, documentation, control and disposal of small arms, ammunition, explosives and light and heavy weapons from combatants and often from the civilian population.

Demobilization is the formal and controlled discharge of active combatants from armed forces and groups, including a phase of “reinsertion” which provides short-term assistance to ex-combatants.

Reintegration is the process by which ex-combatants acquire civilian status and gain sustainable employment and income. It is a political, social and economic process with an open time-frame, primarily taking place in communities at local level.

DDR supports ex-combatants in becoming active participants in the peace process through:

- removing weapons from the hands of combatants;
- taking the combatants out of military structures;
- integrating combatants socially and economically into society.

ILO believes a decent job is the door to economic, social and psychological reintegration and lasting peace. The ILO has a comparative advantage in DDR from its experience with livelihoods employment generation from its post-conflict reintegration efforts.

Implications for refugees and other forcibly displaced persons

Fragility, conflict, sudden and slow onset disaster are among the root causes of forced displacement. People leave because of insecurity and persecution in their communities due to their race, religion, nationality, origin, political opinion or to escape natural disasters. They leave their homes and go either to neighboring States as refugees or other forcibly displaced persons or elsewhere in the country as Internally Displaced People (IDP). Those in transit from their home to a host community or country may face further dangers including human rights abuses. These threats are more prevalent among women and children.

Once they arrive in the hosting community, they may face the language barrier, discrimination, administrative and logistical challenges and might be without regular access to labour markets in conditions that do not facilitate continuation of their previous occupation or the search for a new job search. Refugees, IDPs and other forcibly displaced people may lack the opportunities to earn a living for both legal and practical reasons such as lack of skills, capital, savings, equipment, workspace etc.

Finally it has to be considered that refugees, and other forcibly displaced persons can also have

a positive impact to host societies by bringing skills, knowhow and talents and, in most cases, willingness to work in occupations that are in demand in local markets that can help meet labour shortages in host and transit countries.

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“Guiding principles on the access of refugees and other forcibly displaced persons to the labour market”, ILO Tripartite Technical Meeting, 2016

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GUIDE: Joint Strategies to support Durable Solutions for Internally Displaced Persons (IDPs) and Refugees Returning to their Country of Origin, GCER et al., 2016

TOOL
1.26

WORKING PAPER: Addressing Protracted Displacement: A Framework for Development-Humanitarian Cooperation, OCHA et al., 2015

Implications for migrant workers

Migrant workers and members of their families are often overlooked in crisis situations. Numerous situations of this kind have arisen (and have been addressed in the ILO’s supervisory work) in recent years, affecting both documented and – more often – undocumented workers who may be expelled with little notice, often without being able to collect outstanding wages, social security benefits that have been earned, and on occasion even their household goods and occupational tools. States have the right to determine whether migrants may enter the national territory, but once they are there migrants have the right to remain and to live without discrimination alongside nationals. There are conditions for the revocation of migrants’ rights to live and work in host countries, which are protected under the ILO’s Migration for Employment Convention (Revised), 1949 (No. 97), and the Migrant Workers (Supplementary Provisions) Convention, 1975 (No. 143), as well as the UN International Convention on the Protection of the Rights of All Migrant Workers and Members of Their Families.

Implications for indigenous people

In most countries the majority of indigenous and tribal peoples (ITPs) live in rural and remote areas. ITPs are generally characterized by political, economic and social marginalization which leads to their exclusion from decision-making processes, even in relation to matters that concern them directly - for instance, exclusion from decision-making in the management of natural resources, which has also been among the root causes of armed conflict in many countries.

In the context of increasing global demand for energy, the activities of extractive industries, and socio-economic vulnerabilities due to the impacts of climate change, the traditional livelihoods of indigenous and tribal peoples are often threatened and their development capacities and opportunities undermined. Over-exploitation of natural resources in the lands they have traditionally occupied or used, including deforestation, and climate-change-induced natural disasters, accelerate the degradation of their natural, traditional and historical environment. Furthermore migration has become a coping mechanism for large numbers of women and men belonging to indigenous and tribal groups confronted with loss of livelihoods and a lack of decent and productive employment, including self-employment. Consequently indigenous workers, particularly indigenous women, are now among the most vulnerable groups of migrants.

While ITPs face threats on numerous fronts, their important role in post-disaster recovery as well as climate change mitigation and adaptation efforts, including through their traditional knowledge and practices, is well recognized by Article 7 of the 2015 Paris Agreement on climate change, as well as the Sendai Framework. Consultation with, and participation by, ITPs can make significant contributions in this regard, while their inclusion also ensures that sustainable practices are incorporated in development strategies.

Where conflicts stem from a struggle for control over natural resources, the inclusion of ITPs is fundamental to sustained peace-building. The Indigenous and Tribal Peoples Convention, 1989 (No. 169) has been the foundation of peace negotiations in at least two long-running civil

wars, in Guatemala and Nepal, and the situation of these peoples in internal conflicts is a frequent subject of ILO comments and assistance.

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OF PEACEMAKING AND BASKET-WEAVING: ILO Convention No 169 and the Guatemala Peace Process, Ian Chambers, 2004



Ensuring Indigenous Rights in Guatemala through ILO Convention 169

In 1996 the UN agreed to broker peace negotiations between the warring parties in Guatemala on the condition that any final peace agreement would conform to internationally-recognised human rights standards. In Guatemala's modern history the rights of the indigenous populations had been denied or neglected, so one of the first priorities of the peace process was to reach agreement on the "Identity and Rights of the Indigenous People of Guatemala". Since the UN did not have any tool for the rights of indigenous peoples, the Indigenous and Tribal Peoples Convention, 1989 (No. 169) became a critical legal tool in the peace agreement process. The importance of this document rests on the idea that indigenous people should be consulted about and participate in the development of policies and programs that concern their lives and the organisation of their communities. In addition to creating mechanisms for consulting with the indigenous people on the scope and content of the peace agreement, the ratification of Convention 169 by the Government of Guatemala set the groundwork for negotiating peaceful solutions to the land problems affecting the indigenous communities. The final signed peace agreement also included sections on ending discrimination against the indigenous population, providing better health care and schools, and creating economic opportunities for the poor, including land reform.

Implications for the informal economy

The informal economy comprises more than half of the global labour force and more than 90% of Micro and Small Enterprises (MSEs) worldwide. The informal economy thrives in a context of high unemployment, underemployment, poverty, gender inequality and precarious work. And all around the world the situation is aggravated in

conflict-affected and fragile situations where for a large part of the population there is no other alternative to operating in the informal economy for securing livelihoods.

The informal economy plays a significant role in such circumstances, especially in income generation, because of the relative ease of entry and low requirements for education, skills, technology and capital. But most people enter the informal economy not by choice, but out of a need to survive and to have access to basic income-generating activities. The informal economy is marked by acute decent work deficits and a disproportionate share of the working poor. Ample empirical research has shown that workers in the informal economy face higher risks of poverty than those in the formal economy. As a result of these and other factors, there is a significant, but not complete, overlap between working informally and being poor and vulnerable. While some activities offer reasonable livelihoods and incomes, most people engaged in the informal economy are variously exposed to inadequate and unsafe working conditions; have high illiteracy levels, low skill levels and inadequate training opportunities; have less certain, less regular and lower incomes than those in the formal economy; suffer longer working hours, an absence of collective bargaining and representation rights and, often, an ambiguous or disguised employment status; and are physically and financially more vulnerable because work in the informal economy is either excluded from or effectively beyond the reach of social security schemes and of safety and health, maternity and other labour protection legislation.¹⁴

Implications for sectors

Enhancing resilience before a crisis hits, or achieving sustainable recovery and restoring livelihoods, often depend on systemic interventions linked to rebuilding local economic sectors and industries through which people can access or create productive work.

¹⁴ In that context, Recommendation 204 (R204) adopted by the International Labour Conference in June 2015, constitutes a historic landmark for the world of work as it is the first international standard focusing exclusively on the informal economy in its entirety. See also: ILO, *Provisional Record*, No. 16, International Labour Conference, 104th Session, Geneva, 2015.

Policy-makers face choices as to what to fund. A systems approach focused on restoring livelihoods sustainably can shed light on the combination of measures needed to strengthen or re-establish the critical segments of industries and sectors both prior to crises and in their aftermath once damaged by a conflict or disaster. The insights gained from sector-focused and systems-based assessments can guide decision-making as to which physical, economic and business processes should be prioritized, and what combination of interventions is needed, both to reduce the impact of a potential crisis (whether a conflict or a disaster) and to build back better (BBB) during the crisis recovery period, including in ways that improve the productivity and quality of jobs and mutual trading relationships in local industries and sectors.

Implications for enterprises

Employment and self-employment enable men and women affected by conflicts and disasters to establish sustainable livelihoods. Employment is essential to facilitate inclusive recovery. In most countries around the globe, private enterprises create the largest number of jobs. However, in countries affected by conflicts and disasters, enterprises of all types and of all sizes are often heavily impacted. Conflicts and disasters might have destroyed the local infrastructure, deterred foreign investors and buyers, prevented youth from an education and skills development, and might have put local enterprises in situations that makes it impossible for them to fulfil their orders or obtain new ones. Post-conflict and disaster situations are also often characterized by the additional burdens of uncertainty and insecurity, including theft and looting.

It is therefore important to put in place an environment that facilitates the creation and the development of sustainable enterprises at the earliest stage of recovery, not only to generate income and livelihoods for the affected population but also because enterprises play a crucial role in providing the goods and services needed for the reconstruction and functioning of the country.

Access to finance is particularly important for the informal sector and micro-enterprises. Clear

policies to develop formal financial markets can support and facilitate the vital shifting of enterprises from informal to formal. Micro, small and medium enterprises (MSMEs) and cooperatives should be promoted and capacity-building offered to improve productivity and expand market access. The role of foreign direct investment and the contribution of multinational enterprises can be very beneficial to rebuilding societies and economies. Policies to promote business linkages between multinational enterprises (MNEs) and local SMEs contribute to building skills and stimulating economic growth should be promoted. Through their corporate social responsibility policies MNEs can further contribute to recovery and stability by promoting decent and productive work at many levels.

Implications for the green economy

The direct environmental impact arising from conflicts can be devastating, disturbing and costly to people and livelihoods; examples include chemical contamination, radiation, cratering, and injury to plants and animals – a contemporary example being the threat to mountain gorillas from civil war in Africa.

Secondary impacts include environmental impacts related to population displacement; natural resource looting and resource extraction in war economies; ineffective or absent environmental governance; and so forth. Environmental degradation, settlement patterns, livelihood choices and behaviour can also increase disaster risks, which in turn adversely affect human development.

Climate change per se does not cause conflict, but its effects on fragile ecosystems and societies that are already under pressure from a lack of economic opportunities can combine to exacerbate existing threats and insecurities. Increasing unemployment, widespread poverty, growing populations and an over-dependence on natural resources that are sensitive to climatic changes, all in the absence of a robust sustainable development strategy, make fragile and weak states vulnerable to resource conflicts that are exacerbated by climate change. Climate change acts as a “threat multiplier”,

exacerbating existing stresses and creating volatile situations. While there is a global consensus on this multiplier effect, the security implications of climate change are not yet well understood. They may well be much greater than is assumed. The IPCC's Special Report on Extreme Weather Events notes that climate change can “*fuel violence and conflicts within and between states.*”

The consequences of climate change can have further negative impacts on pre-existing social and political tensions within fragile states by compounding political and economic instability as well as increasing the likelihood of large-scale migration. By contrast, if properly managed, climate change action can lead to more and better jobs. Both adaptation to climate change and measures to mitigate greenhouse gas emissions offer opportunities for creating new jobs, while securing existing jobs.

Weak institutions and service delivery hinder implementation of regulations and policies that would promote needed investments in the green economy. Fragile and post-conflict countries depend on harnessing their resource wealth to be able to stabilize and develop. Yet these countries also have the lowest capacity to capture the multiple benefits from natural resources without triggering new sources of conflict, causing major environmental degradation or unleashing the “resource curse”.

As countries and companies compete to secure concessions and the remaining supplies, fragile states are particularly vulnerable to poor contract terms, non-transparent decision-making, negative impacts and corruption. Access to international climate finance, such as the WB's Clean Development Fund, can help fragile states secure the funds required to invest in green jobs, but such access may prove problematic for states which do not have good track records in good governance.

Implications for rural environments

Studying fragile settings through a rural lens allows one to acknowledge that eight out of ten of the world's working poor live in rural areas where the lack of decent work opportunities is pervasive. Its root causes can indeed be linked to fragile conditions, conflicts or disasters, because these further exacerbate the vulnerabilities of disadvantaged or marginalized people. In rural areas among fragile conditions one can consider the following factors:

- **Precarious/insufficient physical infrastructures** and services for transport, electricity and clean water further limit access to resources, markets and public services such as health care, and lengthen the time needed for household and care work. Limited access to information and health services also means that rural populations are less likely to know how to protect themselves from Aids/HIV. If they fall ill, they are less likely to receive treatment, care and support.
- **Environmental degradation and food insecurity**, which encourages movements from agricultural wage labour to ‘casual’ non-agricultural labour, and from seasonal rural to urban wage labour; non-agricultural wage labour provides even less household food security than agricultural wage labour.
- **Insecurity and poor rule of law**, and an absence of courts and police services, which increases the risk of violence, especially against women living under so-called ‘traditional’ institutions and ‘patriarchal’ cultural principles that legitimize some forms of violence against women, touching on the fine line between cultural autonomy and policy intervention. Despite the formulation of legislation on violence against women in most rural and fragile settings, serious questions arise regarding the lack of increase in women's authority and status and its correlation with violence against women, coupled with the relative absence of women in public bodies.
- **Political systems that disenfranchise diverse ethnic, regional or cultural groups**, owing to historical urban elite biases that further increase tensions.



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GUIDELINES: A just transition towards environmentally sustainable economies and societies for all, ILO, 2015

- **Authoritarian regimes or ineffective decentralization**, giving rise to a lack of clarity in terms of land boundaries and ownership rights, especially for indigenous and tribal populations that limits their access to financial opportunities including those oriented to reducing their exposure to certain natural hazards. This may be explained through historical urban elite biases that further increase tensions.
- **Volatile and unstable economies**, as the agricultural sector that dominates rural economies is considered one of the most hazardous industries. For instance, agricultural prices are subject to significant shocks which further exacerbate levels of rural food insecurity. This relates to all of the aforementioned concerns.
- **Urbanization**, which is a further significant trend. According to the UN, between 2011 and 2050 the world population is set to increase by 2.3 billion from 7 billion to 9.3 billion. Over the same period the number of people living in cities will grow by 2.6 billion, from 3.6 billion in 2011 to 6.3 billion by 2050. Consequently the world rural population will actually begin to fall. By 2020 half the population of Asia will be urban, and by 2035 half the population of

Africa will have followed suit. The majority of this urbanization will take place in developing countries, and by 2050 64% of the population of the developing world will be urban.

The effectiveness of many traditional tools, policies, and programmes is reduced when applied to contexts with high levels of vulnerability and in many cases the use of traditional approaches can have an aggravating effect on the problem to be addressed. Conditions of vulnerability need to be identified in the process of formulation, design and application of those tools, policies and programmes, and will often necessitate the addition of new outcomes such as reinforcing the capacity for resilience to exogenous risks, strengthening the socio-economic empowerment of disadvantaged groups, and guaranteeing the socio-economic inclusion of marginalized groups. Rural areas account for a large number of these vulnerability conditions and their most dramatic negative impacts. However, rural local economic development practices hold a potential key for lifting people out of poverty and reducing their vulnerability to external shocks.



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GUIDE: Understanding the drivers of rural vulnerability – Draft, ILO/Rural, 2016



CHAPTER 2 GETTING TO WORK IN SITUATIONS OF FRAGILITY, CONFLICT AND DISASTER

Building upon several years of experience of ILO's involvement in situations of fragility, conflict and disaster, the chapter provides guidance on implementing ILO's response strategy. It provides rapid guidance on how to ensure the security of staff in fragile situations as well as how to evaluate ILO activities.

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2.1 ILO in the Humanitarian-Development Nexus

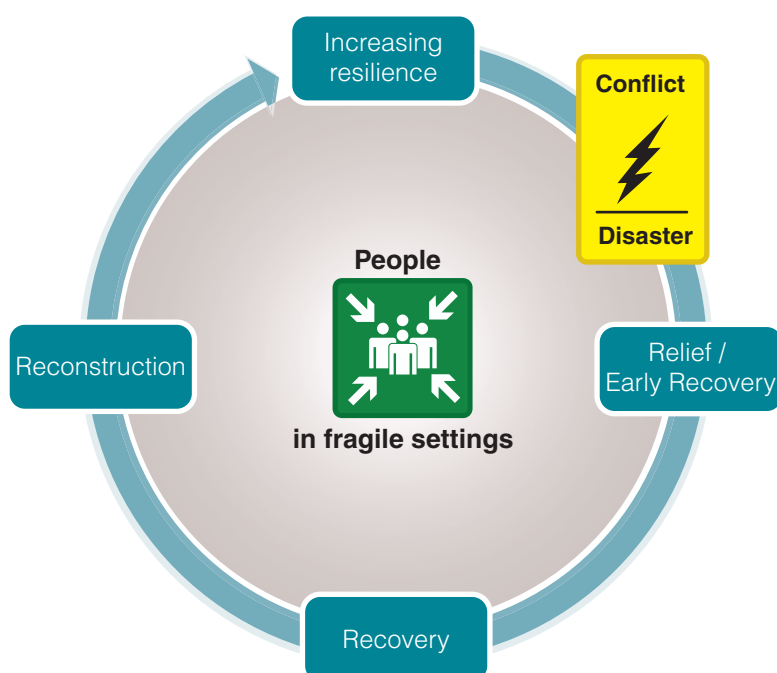
ILO's engagement in fragility, conflict and disaster settings is inherently linked to crisis response. In contrast with protracted crises such as the fragile situations in the Central African Republic or South Sudan, large-scale crises such as the Haiti earthquake or the war in Syria attract more media attention and Official Development Assistance (ODA) even though multi-sectoral needs, including those for employment and livelihoods, might be of similar magnitude in both circumstances.

The ILO is well-equipped and has gained extensive experience in working together with humanitarian actors to promote Decent Work for inclusive economic recovery in both fragile settings and emergency contexts. The immediate aftermath of a crisis is almost entirely dedicated to life-saving operations in which ILO should limit its direct involvement to institutional and logistical support for humanitarian partner agencies and to exercising its influence at policy level, in order that the key national and international crisis-response actors – constituents, international agencies, donors – will mainstream the ILO's decent-work-based approach in their own policies and programmes.

However, from day one ILO should mobilize its own response capacities in order to intervene as soon as the situation permits. Indeed, work in crisis-affected countries entails an entry point to promote the Decent Work agenda and to engage with constituents so as to understand and meet the needs of affected countries in the long term. Its level of engagement depends on the severity of the crisis but could for instance start in contexts as occurred in Haiti where the local population became instantly involved in debris removal and the ILO had a key interest in supporting these efforts to the maximum possible extent. In other words, the response strategies and interventions require a thorough understanding of the context, and they need to support and strengthen local ownership, capacities and resilience, promote equality and prevent discrimination, and contribute to strengthening the affected population's ability to cope better with any future crises. The below indicative chronology of crisis response should help visualize and clarify ILO's role.

In the cycle, four main processes can be distinguished: the prolonged pre-crisis aiming at preventing a conflict or a disaster in a fragile area

FIGURE 2.1 Indicative (Protracted) Crisis Response Cycle for slow or sudden-onset emergencies



and, in the crisis aftermath, relief or humanitarian assistance (when the planning process for early recovery begins), the recovery itself, and the full reconstruction that follows. Each of these concepts is described below.

The above chart should not lead to an assumption that crisis response follows a linear chronological progression. Relief, recovery and development are never just phases – the scope and duration of each process is strongly determined by the context and impact of each crisis.¹⁵

For example, in cases where a disaster strikes suddenly, relief and development programmes often co-exist. In a prolonged conflict, relief and humanitarian assistance are provided during the crisis as well as in the immediate post-conflict period. Moreover, Disaster Risk Reduction (DRR) can also take place during disaster aftermaths through taking practical steps to mitigate

INDICATIVE DESCRIPTION OF THE TRANSITION PROCESS FROM RELIEF TO RECONSTRUCTION

Relief/humanitarian assistance

Humanitarian crisis or emergency refers to a singular event or a series of events in a country or region that cause serious disruption to the functioning of a society, resulting in human, material, or environmental losses which exceed the ability of the people affected to cope using their own resources. A crisis may be further classified according to its speed of onset (sudden or slow), its length (protracted) or cause (natural or man-made hazard or armed conflict).

In a rapid-onset disaster, the relief phase starts immediately after the disaster strikes, while in the case of conflict it often begins during the conflict and continues after it is over. The early recovery process (discussed subsequently) also begins during this phase. During the relief phase the emphasis is on saving lives through humanitarian assistance. Human lives are at risk and quick action is needed to minimise damage and restore order. Life-saving programmes focus on providing emergency shelter, food, water and sanitation, camp management and health care. Funding and reporting procedures for humanitarian assistance programmes are simplified to speed up implementation.

Early recovery

ER¹⁷ is a multidimensional process guided by development principles. It begins in a humanitarian setting, and seeks to build on humanitarian programmes and catalyze sustainable development opportunities. It aims to generate or reinforce nationally owned processes for post-crisis recovery that are resilient and environmentally, socially and economically sustainable. It encompasses the restoration of basic services, livelihoods, transitional shelter, governance, security and rule of law, environment and other socio-economic dimensions, including the reintegration of displaced populations. It strengthens human security and aims to begin addressing the underlying causes of the crisis. The key actors in early recovery are the affected populations themselves and the government. International organisations work in support of national early recovery efforts; while challenging, early recovery requires joint action by development and humanitarian actors.

Early recovery begins within the time-frame of emergency intervention and must be integrated within humanitarian mechanisms. In practice this means that early recovery coordination within the UN system falls within the overall responsibility of the Humanitarian Coordinator (or the Resident Coordinator, depending on the context), and early recovery activities should be integrated into humanitarian resource mobilisation tools, such as flash appeals). At the same time, in order to facilitate a smooth transition into longer-term development, early recovery also needs to be situated in the context of development actors and processes. Figure 1 below illustrates how early recovery can be integrated into relief and development contexts and mechanisms.

¹⁵ Over the past two decades the debate around how to implement 'linking relief, rehabilitation and development' saw the emergence of two explanatory theories: continuum and contiguum. Early discussions generally accepted that emergencies moved through a linear process in which relief, rehabilitation and development programming followed each other (a "continuum"). Latterly, it has been recognized that the reality of emergency responses, particularly conflict related emergencies, is one of complexity with a need for non-linear and simultaneous humanitarian, recovery, development interventions to respond to the different needs of the emergency ('contiguum').

¹⁶ The concept of early recovery was formalised as part of the Inter Agency Standing Committee (IASC) cluster framework and refers to recovery that begins during the humanitarian phase. Early recovery focuses on recovering livelihoods, building national capacities, ensuring national ownership and planning for longer-term recovery.

Recovery	Recovery activities build on humanitarian programmes and seek to catalyse sustainable development opportunities. Thus the early recovery process must begin during the relief and humanitarian phase to lay the groundwork for the recovery activities. The recovery focuses on restoring the capacity of national institutions and communities to recover from crisis, revitalise the economy and prevent crisis relapses. The role of the ILO in the recovery is to create employment opportunities and livelihoods to facilitate reintegration.
Transition from relief to recovery	<p>As the post-crisis phase moves from relief to recovery, there is a process of transition increasingly led by national actors. Programmes are meant to shift away from a strictly humanitarian response to one that emphasises planning and implementation of recovery initiatives.</p> <p>The post-crisis transition normally takes place in a complex environment characterised by weakened institutional and governance structures, threats to peace and stability, co-existing humanitarian and long-term needs, and the presence of a wide range of international and national actors working in a challenging environment. The UN must therefore play a critical role in promoting a common vision and coordinating programmes.</p> <p>The UN uses the unofficial term “UN transition strategy” to refer to its strategic response in the aftermath of a conflict or disaster-related crisis, when humanitarian action becomes inadequate to address all needs but when it is still too early to lock long-term objectives into an official UN Development Assistance Framework (UNDAF).</p>
Reconstruction (development)	<p>Reconstruction begins when development mechanisms are put in place and project objectives are designed to contribute to the achievement of internationally-agreed development goals, such as the SDGs.</p> <p>In post-disaster settings reconstruction efforts contribute to the permanent reconstruction, replacement or improvement of severely damaged physical structures, full restoration of services and local infrastructure, revitalisation of the economy, and integration of risk reduction into national planning and programmes. However damaged structures and services will not be restored in their previous forms or locations if doing so is not economically feasible or might result in renewed risk. Crises provide a window of opportunity for infrastructure improvements and social, environmental, economic and political changes. The basic concept, as in recovery, is “build back better” (BBB). In post-conflict settings, reconstruction focuses on building sustained peace (e.g. through Peace Commissions), strengthening national capacities (e.g. through helping governments develop an employment strategy) and making people active participants in the process of stabilisation and recovery (e.g. reactivating or developing inclusive markets).</p>



ILO engagement in ER and livelihood cluster in recovery after Super Typhoon Haiyan

Super Typhoon Haiyan (Yolanda) left nearly six million workers with livelihoods destroyed or disrupted. Of these, 2.6 million were already in vulnerable types of employment before the typhoon. As co-chairs of the Early Recovery & Livelihood Cluster with the United Nations Development Programme (UNDP), the ILO and the Department of Trade and Industry (DTI), in partnership with the Departments of Labor and Employment (DOLE) and Social Welfare and Development (DSWD), worked together to provide immediate short-term jobs through an emergency employment programme.

As the Philippine Government’s Haiyan response became more comprehensive, the ILO supported the Cluster’s efforts to build up the capacity of local governments to enhance their systems and support services for job creation; to help communities develop value-chain-based enterprises; and to establish a convergence mechanism between national government agencies, local government, and private sector groups to avoid duplication of effort, maximize coverage of assistance to affected communities, and share best practices in livelihood recovery. The ILO further coordinated with other related Clusters, such as Shelter, Food Security and Agriculture, and Health to ensure a coordinated approach in natural disaster response and more effective implementation of its own Haiyan Response project. The ILO also worked with workers and employers organizations to ensure that its labour-intensive disaster response initiatives took into account the interests of governments, employers, and workers. For example the Employer’s Confederation of the Philippines (ECOP) has designated a focal person for disaster response with whom the ILO can coordinate in the event of future disasters.

Source: Sustainable livelihood and recovery for Super Typhoon Haiyan-affected communities, in: http://www.ilo.org/wcmsp5/groups/public/---asia/---ro-bangkok/---ilo-manila/documents/publication/wcms_427189.pdf



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the impact of future disasters. Furthermore, the crisis scenarios, sequencing and timelines differ significantly between post-disaster and post-conflict settings. For example, while in natural disasters the crisis phase is relatively short, in prolonged conflict situations the crisis phase may last for several months, years or even over a decade. In addition, in post-conflict situations there may be occasional setbacks during the process from recovery to relief, or the two phases may occur in parallel (see also Chapter 1).


**TOOL
2.1**
GUIDELINES: IASC Guidance Note on Early Recovery, 2008

2.2 Criteria for ILO's direct involvement

ILO involvement in fragility, conflict and disaster settings varies from country to country. Decisions are taken by the appropriate field office in consultation with the RO and HQ.

Some criteria used to determine the scope and type of ILO engagement may include:

- Local, national and international demand for an ILO intervention
- ILO readiness and capacity to intervene
- Nature of the crisis – natural or man-made disaster, armed conflict
- Degree of seriousness and impact on employment and livelihoods
- Security situation
- Country's degree of development and capacity to respond in terms of active labour market policies and social protection
- Appropriateness and timeliness of ILO's capacity to respond
- Likelihood of sustainability of ILO's interventions

- Potential for ILO to exert strategic influence, achieve long-term impact, and promote its Decent Work agenda
- Commitments made by ILO based on its participation in different UN crisis response coordination frameworks

Once a strategic decision on ILO's involvement is taken the following activities are initiated:

- Assess the impact of the crisis or fragility on employment and livelihoods and develop socio-economic profiles of the country or affected areas
- Develop an intervention strategy
- Mobilise technical support for the concerned field offices
- Identify strategic entry points and demonstration activities such as the Jobs for Peace and Resilience flagship program
- Mobilise resources
- Communicate and advocate for ILO core response issues

2.3 Experiences from ILO's work in situations of fragility, conflict and disaster

To be as comprehensive as possible the work of the ILO in fragile, conflict and disaster situations has focussed on three main broad areas of Decent Work:

- **Strengthening labour market governance** by enhancing the capacity of ILO constituents to play an protagonist role in preventing, mitigating, preparing, recovering and monitoring communities and countries affected by fragility, conflict and disasters.
- **Actively promoting employment and livelihood opportunities and social protection** for women and men under a coherent and comprehensive policy framework for socio-economic reintegration and poverty alleviation of households and communities.
- **Addressing the specific needs of people and countries in the most vulnerable socio-economic conditions** in order to enhance their resilience or, in a conflict or disaster

aftermath, to stabilize and recover their pre-crisis livelihoods and social protection mechanisms.

See Chapter 5 for more information.

2.4 Some challenges and success factors from ILO's experience

Challenges

On the basis of the experience of a growing number of ILO staff facing and coping with challenges on a daily basis, some key factors have been identified in the latest independent thematic evaluation of ILO's work in post-conflict, fragile and disaster-affected countries (see Tool 2.2).

Insecurity and weak institutions

From the very nature of fragility, conflict and disaster settings described in Chapter 1, the complexity of working in this context becomes obvious. Indeed, weak institutions – especially the lack of commitment of policy-makers and governments – combined with pockets of insecurity due to an ongoing conflict – often culminate in fragile situations, which substantially alters the standard design of ILO interventions. Limits to geographical scope, inappropriate skilling of projects, and in some cases an abrupt stop to activities have caused delays in achieving the defined outcomes of ILO interventions or sometimes have even led to failure.

Weak organizational preparation

In cases where the defined goals were over-ambitious, lacked a clearly defined logical framework with clearly established priorities, and did not take into account the programmatic context, the need to establish Early Warning and preparedness measures so as to increase understanding within the ILO of the demands of operating in such contexts is becoming urgent. In the past, ILO sometimes failed to protect its

staff against the challenges experienced in these settings as it has often relied on staff that lacked the proper training needed to represent the ILO. ILO's tripartite structure shapes its identity and readiness to respond. With all the opportunities and challenges that arise from it, ILO's initiatives are naturally built on compromise. Therefore, ILO staff face particular challenges with regard to flexibility in situations of fragility, conflict and disaster.

Insufficient international recognition of Decent Work in contexts of fragility, conflict and disaster

ILO's work has contributed to increasing international awareness of employment as a core issue in crisis preparedness and response work. Through collaboration with different inter-agency committees and research networks, and during conferences, ILO has given employment a voice in international early recovery interventions such as those in Liberia, Somalia, Philippines, Nepal and DR Congo, and recently in response to the Syrian refugee crisis. However, progress made possible through the definition of SDG 8 on Decent Work and especially through ILO's involvement in preparedness for and response to disasters, stands in contrast with the limited international attention to broader decent-work-related aspects of crisis response in operational settings. The ILO has considerable work ahead in raising global commitment to the Decent Work agenda in fragile and post-conflict initiatives. As a non-humanitarian agency it has often played, in operational terms, a secondary role. Despite a certain degree of coordination between agencies and with no major issues having been reported, no real synergies have been developed between the UN partners. On numerous occasions the level



of collaboration and complementarity between partners remained rather limited owing to the very ‘compartmentalized’ division of activities based on the mandate or mission of each of the organizations involved or agreed at the outset of the activities. Collaboration between UN agencies has also been described in terms of occasional or punctual common actions, and not as part of formal or stable cooperation frameworks or protocols, the absence of which meant that good professional and personal relationships between staff from different organizations have had to play a crucial role in supporting smooth collaboration.

ILO commitment

Insufficient supplies of equipment, basic necessities, technical and financial resources have from time to time limited the type, scope and success of interventions. Furthermore, administrative and financial procedures have not been adapted to fragile situations. Sustainability plans and follow-up systems in the absence of DWCP as well as, on occasion, a lack of continuous support by ILO in countries where ILO has no local office, further hampers the efficiency and effectiveness of ILO operations. However, the available evidence is growing and challenges are being clearly defined, which should make way for a common

ILO strategy and for the organization speaking with one voice in situations of fragility, conflict and disaster.

Success factors

ILO has identified at least four key factors paving the way to successful involvement in fragile, conflict and disaster situations

Early involvement

Investing ILO resources to help position the organisation and advocating for DW as early as possible by (i) actively engaging with local and international partners, through sectors and clusters; (ii) implementing assessments and analysis to build up evidence; and (iii) launching initial projects.

Strengthening ownership of local partners

The ILO provides technical assistance to strengthen institutions’ resilience by including employers’ and workers’ organizations and local, regional and national institutions in the conceptualisation, design and implementation of interventions, based on local needs. Social dialogue is one of ILO’s key tools for identifying

these needs and – in fragility and post-conflict settings – for addressing them in the most sensitive possible way. Following the New Deal on Fragile States, international development actors should always channel their support through local institutions and catalyse existing government actions.

Delivering aid and reducing needs

While entry points for programming in fragile and post-crisis situations demonstrate the appropriateness of specific approaches and can also inform or influence the policies and practices of Government and other actors, they have to be perceived as far as possible as opportunities for strategic tackling, while delivering aid, of the root causes of fragility. The ILO has to approach these settings with a long-term programme perspective rather than a short-term project horizon. Programmes ensure prolonged action and support and are therefore more likely to deliver sustainable results. Crises are an opportunity for building up a trustful relationship with local partners in fragile situations. Experience suggests that ILO's engagement is strongest when it sustains its commitment from the start of the crisis or the fragile situation. ILO should therefore as far as possible avoid implementing "pilot projects" and small projects in isolation from other post-crisis actors. It should rather partner with constituents and other organisations towards a common and broader comprehensive effort, ultimately increasing its impact. For instance the Jobs for peace and Resilience (JPR) flagship program provides an entry point and pave the way for long term presence and development.

Working for results

Considering the unpredictability and volatility of crisis scenarios, realistic programme conceptualisation and design of interventions, with clear objectives and relevant activities, are needed. Interventions need to be interrelated and mutually supported in an integrated manner in order to have the maximum impact. For example, vocational training provision, business skills support and coaching and access to credit needs to be provided concurrently in the fragile settings to have an impact on the socio-economic environment.

Coordinating for coherence

In addition to cooperation with local constituents, coordination of programmes with international stakeholders is fundamental, and must be derived from common assessments, including pre-programme and labour market assessments. They require structured coordination between all stakeholders, building on comparative advantages. (See chapter 3.4)



Examples of entry points to enhance ILO's strategic influence (1)

Afghanistan (2001) Within one year of the end of the war, the ILO had elaborated a series of small but important projects totalling US\$ 1 million (from its Rapid Action Fund and Cash Surplus), and set up a permanent presence in Kabul. This, together with a partnership with the UN Office for Project Services (UNOPS), enhanced ILO's reputation for quality of services and commitment, and allowed the ILO to be further involved in the formulation and implementation of programmes totalling over US\$ 20 million. This permitted the ILO to play a central technical and advisory role in the National Emergency Employment Programme (NEEP) and substantially influence the design of the employment components of the US\$ 47 million mainstream infrastructure investment programmes financed by the World Bank.



Examples of entry points to enhance ILO's strategic influence (2)

El Salvador (2001) The ILO intervened soon after two earthquakes devastated 85% of the country. A Rapid Employment Impact Project on Employment Recovery and Reduction of Socio-economic Vulnerabilities, with US\$ 150,000 from ILO and US\$250,000 from UNDP, allowed it to achieve notable, long-term policy impact. The ILO focused on devising mechanisms reorienting public investments towards labour-intensive methodologies and local economic revival, including provision of easier access to public tenders for micro- and small enterprises; adaptation of government vocational training programmes to offer specific skills so that people from affected communities could take advantage of job opportunities emerging from the reconstruction process; and promotion of the incorporation of productive spaces in most Housing Reconstruction programmes so as to support the recovery of micro-enterprises, which were traditionally located in houses or apartments.

**Examples of entry points to enhance ILO's strategic influence (3)**

South Asia earthquake and tsunami (2005). The ILO's mobilisation, within days of the catastrophe, was unprecedented in size and scope. Its work, incorporated into the UN's integrated approach, evolved around four axes: producing core "numbers" capturing the employment impact of the catastrophe; providing a set of strategic standards on seven technical topics to the working group on livelihoods recovery (composed of UN agencies, donors and NGOs) that helped frame the design and implementation of agencies' recovery programmes; demonstrating technical projects, for example on emergency employment services; and offering policy advice to ministries of planning so that they could define, with the international community, recovery-friendly employment reconstruction policies. This massive, pragmatic and strategically-oriented response has enabled constituents and partner agencies to recognise ILO's unique role.

**TOOL 2.2**

Le travail Décent au service de la reconstruction et du développement d'Haïti", ILO, 2016

**TOOL 2.3**

EVALUATION: Independent thematic evaluation of ILO's work in post conflict, fragile and disaster-affected countries: past present and future, 2015

**TOOL 2.4**

EVALUATION: Annex, Country Reports of the thematic evaluation of ILO's interventions in post-conflict, disaster-affected and fragile states, 2015

**TOOL 2.5**

STRATEGY: A Framework Strategy for ILO's Engagement in Promoting Decent Work in Fragile States in the Africa Region, ILO ROAF, 2016

**TOOL 2.6**

EVALUATION: Independent evaluation of the InFocus Programme on Crisis Response and Reconstruction, 2003

2.5 Main recommendations for an ILO involvement

1. Liaise with the HC/RC and Interagency Standing Committee (IASC)

One of the first steps that the ILO office should take is to liaise with the Humanitarian Coordinator (HC/RC) and the IASC. Indeed the ILO should already be doing this during a pre-crisis phase. Both of these coordination mechanisms are described in detail in Chapter 3.

2. Secure commitment within the ILO

From the very outset, country offices (CO) facing fragility, conflict and disaster, the respective regional office (RO), the Decent Work Technical Support Team (DWT), and HQ departments should liaise together to secure technical inputs, to inform a preliminary response strategy, organise administrative backstopping support

and mobilise human and financial resources. For advice on security features and risk management, it is strongly recommended that a link be set up with the ILO's Crisis Management Team (CMT).

3. Produce information on labour, employment, sectoral issues and social protection

- **Early assessment:** employment and livelihoods need to be included early in the assessment, planning and design processes, and initiatives for creating employment and recovering livelihoods need to be designed with a long-term horizon in order to have an impact and be sustainable. Early entry points include peace agreements, post-disaster assessments and the Early Recovery Cluster

planning and funding mobilisation process. In addition, the scope of funding needs to be strengthened¹⁷. The best way to advocate for employment needs and priorities is to present data that supports your claims. There are a number of assessments coordinated under the UN system for assessing employment, livelihoods and social protection losses with a view to planning the programme response and monitoring the recovery process. Assessments and creating an evidence base also helps position the ILO and increase visibility *vis-à-vis* donors.

- **Baseline data:** in fragile and post-crisis settings it is important to collect data on a number of issues including employment, livelihoods, social protection in terms of the numbers covered, a breakdown of the population groups covered, benefit levels and adequacy, the cost of extending the coverage and levels of benefits, financing options, socio-economic impacts and so on, with a view to advocating inclusion of a sustainable job creation component in interventions. Baseline data also facilitate the monitoring of the recovery process.
- Analyse gaps and needs for **improving Active Labour Market Policies (ALMP) and social protection** systems (if any are in place)

4. Develop an inclusive ILO strategy note

ILO's intervention strategy should be aligned with requests made by national authorities and local stakeholders, recommendations resulting from joint assessments, and UN Country Team system-wide approaches. Also, as far as possible the ILO should draw on its brand as the international labour and employment agency, for it is in a unique position to work not only within its tripartite constituency but also with non-unionized workers, self-employed people, market vendors, rural workers and informal sector operators.

Information gathered through this “tripartite plus” framework should further strengthen the linkages between upstream and downstream initiatives that provide the structure for the strategy note. Indeed, the document should make a strong case for this and other comparative advantages and value added offered by the ILO: sustainable employment and Decent Work opportunities can help to mitigate crisis impact, foster the recovery process and enhance resilience.

Strategic inputs at policy level are crucial for further sensitization of the Government and the international community to the merit of integrating Decent Work objectives in the relief, recovery and reconstruction process. In addition, the ILO should directly participate in the recovery process (in partnership with constituents, NGOs and other UN agencies) through capacity-building of constituents and grassroots organizations as well as through demonstrative projects oriented to employment recovery and creation.

5. Engage with clusters and cluster leads

In December 2005 the IASC developed the cluster approach to addressing identified gaps in humanitarian response and enhancing the quality of humanitarian action. As part of this approach, the IASC designated cluster leads for eleven sectors of activity, with UNDP as the global lead in the Early Recovery Cluster. As a member of the Early Recovery cluster, the ILO should advocate for livelihood issues and projects as it is within this cluster that appeals and funding of livelihood projects are often determined. Within the Early Recovery Cluster, at the global level the ILO is mandated to co-lead the core area on livelihoods and employment issues with FAO. On those rare occasions when the ILO serves as lead or co-lead of the livelihoods sub-sector in the field, it will have responsibility for coordinating multi-agency assessments, response planning, mobilisation of resources, and monitoring of implementation. (*See section 3.1 in chapter 3 to learn more about the IASC cluster approach.*)

¹⁷ See Chapter 4 for more information on conducting post-disaster assessments, Chapter 5 for ILO portfolio of possible interventions in fragility, conflict and disaster settings, and Chapter 6 for more information on mobilising financial resources.

TIPS ON LEADING A CLUSTER OR CORE AREA

- A cluster coordinator works on behalf of the cluster members, rather than on behalf of his or her own agency. Cluster members can include other UN agencies, international and local NGOs, and national and local governments. ILO programmes are only one segment of a cluster response.
- Ideally coordination should be done with the national government unit charged with overall crisis coordination (e.g. Ministry of Reconstruction, Ministry of Displacement) to avoid setting up parallel structures.
- Cluster (or core area) coordinators increase their agency's visibility and access to resources, although this is coupled with significant responsibilities. ILO should not take this responsibility lightly, since failure will weaken ILO's future credibility. Before ILO accepts such a leadership role, it should ensure that it will have a continuous presence in the country, and sufficient human and financial resources to coordinate and meet the expectations set by the humanitarian programming cycle including operational peer reviews and inter-agency humanitarian evaluation and the trust and support of other organizations.
- The ILO's workload will peak between week four and week six of the crisis, when the ILO country office will need to be reinforced with a full-time coordinator and specific ILO technical specialist missions. After week six, once the proposal writing is complete, the ILO will wish to remain visible and participate in events such as interagency fora and joint needs assessments.
- At this point, wherever possible the ILO should second programme officer from a regional or sub-regional office to support the ILO country office. Throughout this process ILO/HQ can also help in the lobbying process for the ILO's place in the cluster response, including advocating on ILO's behalf for resources from cluster appeals. The ILO can use its comparative advantage of closely-knit tripartite relationships. Stimulating them to take a lead role in the cluster response quite naturally highlights the decent work agenda and ILO's place as a key partner.

TOOL 2.7

GUIDE: Toolkit for natural disaster response teams: ILO approach in post-Haiyan recovery, ILO Country office for the Philippines, 2015

6. Advocate for a strong role for employment, social protection and livelihood recovery

Although governments, donors and the UN community may eventually recognise the key role of employment and livelihoods recovery in the reconstruction process, in the early stages of a crisis response the ILO often needs to monitor and advocate for:

- **Putting Livelihoods at the centre of recovery:** this entails mainstreaming a “job reflex” in the response that prioritises programming, fundraising and policy development for putting employment creation (e.g. by promoting the JPR flagship program) and social protection at the centre of the reconstruction process.
- **Boosting recovery through social protection:** social protection speeds up recovery, increases resilience and acts as a buffer against shocks. Reliance on social protection including social assistance and emergency cash and food transfers is highest in the aftermath of a crisis.
- **Enabling environment for Employment:** employment creation programmes must (i) address stabilisation, community reintegration, or creation of an enabling environment and (ii) develop a response package that promotes socio-economic reintegration and addresses the demand and supply side issues of job creation.
- **Job quality:** this entails addressing job quality and not just quantity, through inclusion of decent work, working conditions and standards, social protection and social dialogue in the response, based on the BBB principle. FPWR and OSH afford unique added value for early ILO involvement in fragility, conflict and disaster settings, allowing mainstreaming and integration of FPRW and OSH from day one of the ILO presence.



- **Utilising ILO's tripartite constituency** to involve government, civil society and international organisations in employment, social protection and livelihood recovery debate and programming.

TIPS FOR INVOLVING TRIPARTITE CONSTITUENTS

- Use participatory processes and have regular meetings from the beginning for advocacy, planning, monitoring and evaluation. For example, during the tsunami response in Sri Lanka, the ILO called two weekly meetings with the constituents and the proposed ILO strategy was fully endorsed by the constituents. This reinforced the weight of ILO's recommendations as the Minister of Labour himself called for meetings with the reconstruction unit of the Prime Ministers' office.
- Invite trade unions and employers to visit ILO's programme operations. They can then also provide useful inputs on working conditions, Decent Work principles, building back better, needs for skills training and business services

and can later be considered as implementing partners as appropriate.

- Often the constituents may not be immediately concerned as the impact on membership is limited, but one can identify their capacity needs to strengthen their involvement. This can later on lead to project proposals from trade unions and employers. For example in India, Aceh and Sri Lanka, resources were mobilised for project implementation by the ILO constituents and could be used to leverage their membership base.
- Become aware of different gender needs and measures to support and take into account building existing or new capacities for female constituents. A crisis situation can be used as a positive entry point to change norms.

7. Advocate for building on existing capacities and inclusive approaches

Often in a crisis response, external agencies establish parallel structures in the rush to provide assistance. Given its tripartite constituency,



Working within institutions in fragile settings: the embedded approach

Timor Leste's long struggle for independence reached a peak in 1999 when Indonesia withdrew its troops, leaving 70% of all homes, school and buildings destroyed and 75% of the population displaced. With UN support the country reached official independence in 2002. Over the next four years, Timor-Leste slowly made progress, yet unresolved divisions within the national political leadership; discord within and between the armed forces and the national police; shrinking GDP; growing poverty and unemployment; brittle social relations; and proliferation of youth gangs all combined to undermine stability. In early 2006 state security abruptly collapsed and the nation was again rocked by violent conflict that left over 100,000 displaced in Dili and the surrounding areas.

In the wake of the 2006 crisis the ILO decided to remain embedded and operational. This decision had a profound impact: To this day the ties forged between the ILO and national counterparts are vividly remembered and sincerely felt by Timorese and international players alike. At a strategic level the ILO found that it was uniquely positioned to help the government respond to unaddressed emergency needs. In so doing the emergency response strategies and implementation served as springboards for future programme development.

Key to the ILO's sustained engagement in Timor Leste is the "embedded approach". The term refers to a project that embeds international staff directly within national institutions; it entails working through national institutional systems; and it signifies that project outputs are delivered by and through national institutions, possibly from Day One of the project.

TOOL 2.8

WORKING PAPER: Strengthening National Leadership through the Embedded Approach in Timor-Leste, ILO, 2015

the ILO is well positioned to counter this by advocating for response efforts which build on local capacities and foster local ownership.

in the team and facilitates collaboration when it comes to the more difficult discussions on agency mandates, resources, allocations in the Flash Appeals and other processes.

8. Be a good team player

In the immediate aftermath of a crisis (particularly a disaster), all attention is usually on addressing the emergency and saving lives. However, if the context allows, ILO's Decent Work Agenda offers a wide range of measures that can be applied from the onset including job creation, skills development and social protection through emergency cash, food transfers and so forth (see chapter 5 for the full portfolio). These programmes may function as entry points and facilitate the transition from emergency assistance to more sustainable nationally-owned measures aimed at building resilience, speeding up recovery and providing the foundation for more inclusive development and economic growth. However, where there is an ILO presence and where appropriate, ILO should support the UN team by providing logistical support or supporting the coordination effort. Being a good team player creates trust

TIPS FOR POSITIONING THE ILO

- Identify ways of making ILO "visible" on the ground, using existing staff and capacity to do so.
- Identify what ILO can do that others cannot. Do not become too involved in small interventions. The key is to find projects that balance visibility with our comparative advantage (our constituents and existing programmes).
- Seek entry points through other work done at policy level, such as an Interim Poverty Reduction Strategy Paper (PRSP), UN Development Assistance Framework (UNDAF) and others.
- Explore whether some resources of on-going ILO projects and programmes can be redirected.
- Make the most of ILO's comparative advantages, including the tripartite structure and the role of

employment and decent work in recovery and “building back better” (BBB).

- While employment is not about saving lives, it is an essential part of helping people regain their dignity and recover from trauma. Employment also helps people contribute to the larger recovery and reconstruction effort and avoid them entering into protracted economic dependency on aid organizations.
- Embedding within the Government as a technical resource to the national authority to support coordination and national ownership.

9. Participate in UN appeals and humanitarian need overviews

Flash Appeals are usually prepared in response to slow and sudden onset emergencies, while in protracted crises a more strategic process of humanitarian needs overviews is applied. Even though Flash Appeals are issued 3-5 days after an emergency and tend to prioritise primary humanitarian needs such as food, shelter and water, the ILO can advocate for inclusion of livelihood concerns. Short interventions that can be funded through the Flash Appeal might include cash for work, grants, tool distributions and emergency employment services.

The ILO needs to be familiar with, participate in and monitor the appeals process since it may determine ILO's access to resources. (See also section 3.1 in chapter 3 and section 5.3 in chapter 5)

2.6 The “Jobs for Peace and Resilience” Flagship Programme

The ILO Flagship Programme on “Jobs for Peace and Resilience” (JPR) combines large-scale employment-centred interventions with skills and vocational training, entrepreneurship development and awareness-raising on fundamental principles and rights at work in fragile settings, with a specific focus on youth as the primary beneficiary group.

The strategy builds on and puts into practice the ILO's normative engagement with fragility and is anchored in the ILO's Decent Work Agenda and SDGs 8, 11 and 16. It also offers a selected package of technical inputs as entry points in fragile settings, consisting of Employment Intensive Investment Programmes (EIIP) complemented by skills and enterprise development initiatives so as to create an enabling policy environment for socio-economic recovery.

ILO will extend its services through the JPR to ten selected countries between 2016 and 2020 with measurable impact on the number of jobs created, and on the number of young women and men that have gained durable employment after having been provided with vocational skills and entrepreneurship training. Simultaneous organisation-building and strengthening of private and public institutions will provide measurable impact on governance and working conditions in related employment programmes. Ideally the JPR creates entry points for a continuous and expanded ILO contribution to the normalisation of fragile settings.

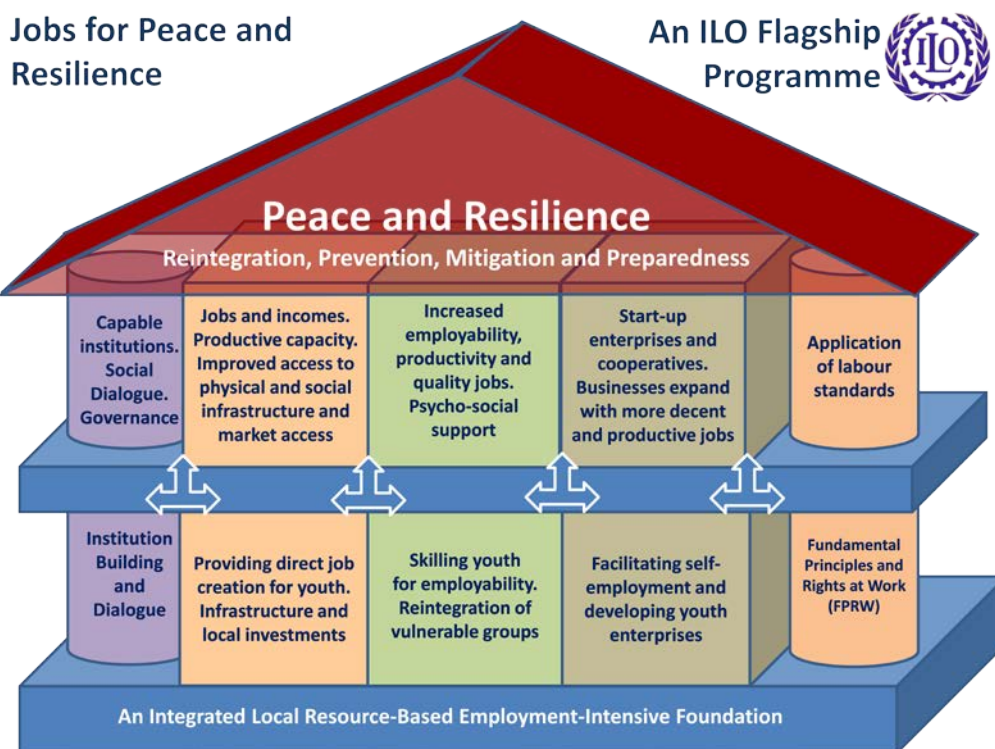
JPR strategic approach to go to scale and achieve sustainable impact:

- National ownership and leadership;
- Community ownership and participation;

- Synergies with local development initiatives;
- Partnerships with bilateral and international organizations;
- Sustainable Development Goals' principles;

Coherence between humanitarian and development action: aid as investment.

TOOL 2.9 **CONCEPT NOTE: ILO Flagship Programme on Jobs for Peace and Resilience, ILO/DEVINVEST, 2016**



2.7 Staff security

The Security Management Team (SMT)

The SMT advises on security for UN staff. The DO chairs the SMT meetings and takes decisions on the advice of the SMT.

In addition to the Designated Official (DO), the SMT is comprised of:

- Heads of UN agencies present in the country
- The Chief Security Adviser (UNDSS SA)
- Representatives of UN agencies i.e. IOM and any other INGO present in the country (in some cases)

In peacekeeping missions, where the Head of Mission serves as the DO, the SMT may also include:

- Heads of component bodies, offices or sections, as specified by the DO
- Heads of military and police components of peacekeeping missions

TOOL 2.20 **GUIDE: United Nations Security Management System Policy Manual Chapter II**

The ILO Country Office Director participates in the SMT. If there is no ILO office in the country, then the Chief Technical Advisor (CTA) should attend the meetings and report to the director of the area office.

SECURITY TIPS FOR ILO DIRECTORS

- Maintain an updated personnel list on all staff, their locations, types of contracts, contact details, and their movements
- Maintain information on the location of all visiting ILO staff in the country
- Attend the SMT meeting in person as much as possible, delegation can only be given to observers
- Pay particular attention to directives from the Security Management Team and communicate them clearly to the official staff concerned
- Maintain contact with the Staff Safety & Security Coordinator (ILO SSSC) FIELDSECURITY@ilo.org
- Comply with instructions from the DO
- Ask your staff always to have the DSS SA's phone number with them
- Keep the DSS SA and ILO SSSC informed of any security-related problems and issues encountered
- Communicate key issues regarding DSS security to staff
- Activate the warden system and the telephone tree
- Review the security contingency plan

The Security Level System (SLS)

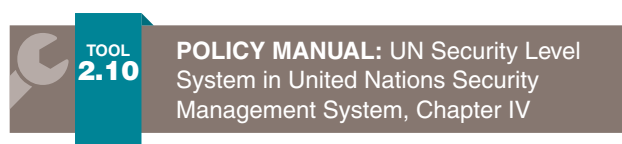
The SLS is a new addition to the United Nations Security Risk Management (SRM) framework, and is used for assigning a security grade or level to an area where the United Nations operates so as to identify the overall level of threat or danger in that area. Although at first sight it may appear similar to the Security Phase System, the SLS in reality constitutes a

significant departure in terms of methods, ideas and usage.

The SLS has 6 Levels going from 1 (least dangerous environment) to 6 (most dangerous environment). Each level is given a specific title as follows: 1 – Minimal, 2 – Low, 3 – Moderate, 4 – Substantial, 5 – High, and 6 – Extreme.

For more information concerning SLS follow this link (password protected, you need to log in):

<https://dss.un.org/dssweb/Resources/SecurityLevelbrSystemInfo.aspx> .



Security rules and general regulations

All ILO officials are required, as a prerequisite for travel, to complete the UNDSS online course on “Basic Security in the Field” (BSITF). Officials travelling to any field location (any location not designated as an “H” duty station) are further required to complete the companion online course “Advanced Security in the Field” (ASITF). Both courses, which are valid for 3 years before recertification, can be found on the UNDSS websites, the ILO Security website. Go to the following websites: <https://training.dss.un.org/courses/>. If you are already registered on the UNDSS website, go to:

<https://dss.un.org/dssweb/> .

As an ILO employee you should exercise due caution and avoid unwarranted risks to your own safety and security or that of other officials. When you arrive at your duty station you are required to contact the Designated Official (DO) and the UNDSS to be briefed on the current situation and to receive contact details so that you can stay informed on the security plan.

As an ILO manager of field-level activities, you are responsible for ensuring compliance with the applicable security policy, rules and instructions by all personnel under your supervision. To ensure that you are complying

with ILO security guidelines, visit the INTSERV Field Security intranet page

<https://www.ilo.org/intranet/french/support/servsec/index.htm> . (Currently in French only)



Security clearances

If you are travelling to a country, the UN Security Management System requires you to obtain travel security clearance.

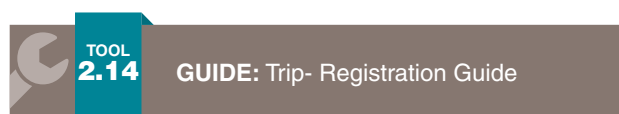
Before undertaking official travel, staff members are expected to check with DSS Travel Advisory regarding all points on their itinerary. Information on security levels and precautions in effect for each country or regions in a country may be obtained from the UNDSS Travel Advisory. All staff should register and log in on the UNDSS website <https://dss.un.org>, ensuring that the complete ILO staff member e-mail address is provided when prompted for username. For every point on the traveller's itinerary security clearance must be requested.

Travel security clearance covers the exact period for which it has been requested. Any changes to travel plans (such as times of arrival or departure, contact information) should be amended in TRIP in accordance with instructions found there or, if the official is already travelling, reported to the DO via the UNDSS security office.

Security clearance is valid only for the destination for which it has been requested and approved, in most cases the capital city. Travel within the country may also require clearance; the Travel

Request Information Processing system (TRIP) provides for notification of multiple stops as well as one-way or round-trip travel. You must notify Designated Officials through the UNDSS office of your arrival and departure times for travel to all countries. Contact details are available through Travel Advisory.

If you are requesting clearance for another person, it is only possible to do so if you have an ILO e-mail address that allows you to create their profile. Ensure that you have the person's passport details to complete this request.



Information about a country's security level

Before undertaking official travel, you should check the security level at all points on your itinerary. You can find the security level in effect for each country in the UNDSS Travel Advisory, which indicates the security level, conditions and prerequisites for each country and provides guidance on using the Travel Request Information Processing system (TRIP), which allows all personnel eligible under UN security arrangements to process security clearances online. Go to <http://dss.un.org/dssweb> and register or log in. When registering or logging in, give your complete ILO e-mail address when prompted for your username.

More information about security policies

At HQ level the Staff Safety & Security Coordinator in INTSERV should be able to provide you with the most accurate information on safety and security requirements. Any request should be addressed

TOOL
2.24

GUIDE: Template: MOSS Compliance List
ILO programme template Assessment
How to complete Programme Assessment Table

TOOL
2.19

OFFICE DIRECTIVE: Staff Safety and Security (IGDS number 193, Version 1)

At each duty station the resident ILO Country Director serves as the local security focal point. It is his or her duty to remain updated on security issues affecting ILO staff in the field.

In locations where there is no ILO country director, the Regional Director will appoint a Chief Technical Advisor. All regional and local security focal points are required to participate in the Security Management Team (SMT) at their duty station.

You can find contact information for Field Security Focal Points and all regional and local security focal points at the following link (in French only for the time being):

It is mandatory for all staff to be given a security briefing either by attending UNDSS briefings in person within two days of arrival in the country or by receiving a written security report, so that information on rules, policies, tips, and procedures for that particular country is provided.

TOOL
2.26

GUIDE: Country Office Directory of Staff and Premises

TOOL
2.27

GUIDE: Security policy Manual

TOOL
2.28

GUIDE: RACPB MedEvac Procedures

Mainstreaming safety and security at programme/project level

As per IGDS 118, in all ILO projects 3% of the total budget needs to be allocated to security. The resources are meant to be in compliance with current UN Security Management System rules and regulations in the country where the activity is to be deployed.

TOOL
2.22

OFFICE DIRECTIVE: Technical Cooperation Budgets (IGDS Nr 118 version 1)

In order to obtain the most accurate information on the safety and security requirements, the use of the Programme Assessment (PA) table is highly recommended. It should be addressed to INTSERV (**FIELDSECURITY@ilo.org**) once the table PA is completed.

In return, INTSERV will send back the PA finalized, that is with the Threat & Risk Assessment table completed along with the ILO MOSS compliance list for Offices, Personnel, Vehicles, and Activities.

2.8 Conflict-sensitive aspects of recovery and reconstruction programmes

Reconstruction and development assistance has often had unintended impacts such as further dividing of societies or even rekindling of a previous conflict. Therefore in all contexts, but especially in post-conflict settings, reconstruction planning and implementation need to use conflict-sensitive approaches based on detailed political and socio-economic analysis and an awareness of how international cooperation interacts with local dynamics.

For example, post-conflict reinsertion, resettlement and reintegration require an awareness of regional, ethnic and religious tensions and an understanding of issues surrounding land rights, housing, the division of labour between women and men, and access to and control of economic resources, skills and information. Knowledge of the local context is also a prerequisite for the reactivation of the mining, construction, agricultural and forestry industries. ILO programming should be based closely on the context analysis, but remain flexible enough to adapt to changing circumstances.

TOOL 2.30 **GUIDE:** How to guide to conflict sensitivity, Conflict sensitivity consortium, 2012

TOOL 2.31 **MANUAL:** Prevention and Resolution of Violent and Armed Conflicts: Training manual for use by trade union organizations, ILO, 2010

TOOL 2.31 bis “Enterprise creation, employment and decent work for peace and resilience: the role of employer and business membership organizations in conflict zones in Asia”, 2016 ILO, ROAS (ACT/EMP)

ILO programming needs to be done in consultation with the tripartite constituents. In post-conflict settings, however, this can be challenging and time-consuming since:

- political pressure prioritises delivery of concrete outputs such as rebuilding roads and schools



Reconstruction and Decent Work in Liberia

Situations of conflict are characterized by two “realities”: Dividers and Connectors. There are elements in societies which divide people from each other and serve as sources of tension. There are also always elements which connect people and can serve as local capacities for peace.

The following questions can be used to unlock dividers and connectors in a variety of ways:

- What are the dividing factors in this situation? What are the connecting factors?
- What are the current threats to peace and stability? What are the current supports?
- What are the most dangerous factors in this situation? How dangerous is this Divider?
- What can cause tension to rise in this situation?
- What brings people together in this situation?
- Where do people meet? What do people do together?
- Does this Connector have potential?

Key Issues in using Dividers and Connectors

- Dividers and Connectors exist in all contexts, even those that are not explicitly in conflict.
- It is important to be very specific. In the conflict situation, what are people doing? For example do not use terms such as: “religion”, “ Hamas”, etc.
- Dividers and Connectors are not people.
- Dividers and Connectors are dynamic.
- Teams do analysis work better than individuals.

Source: Swisspeace Center for Peacebuilding:
Fact Sheet Conflict Sensitivity

over the design and implementation of a Decent Work Country Programme (DWCP);

- the ILO may have had weak presence in a country during the conflict and relief phases;
- official tripartite consultations may be delayed because employers' and workers' organisations are at formative stages.

Nevertheless, the example from Liberia and Haiti (below) shows that ILO's post-conflict projects can contribute to laying the groundwork for a full DWCP.

In addition to linking reconstruction to decent work, ILO may need to move from Local Economic Recovery (LER) to Local Economic Development (LED) programming based on the results of humanitarian and development assessments. Smaller local or temporary social protection schemes (such as emergency food programmes, cash transfers for families or children in the disaster-affected area) often financed from external resources designed early in the transition phase, should be progressively scaled up to nation-wide sustainable social protection schemes and programmes based on legal entitlements and financed from domestic resources.¹⁸ ILO may also need to move away from war categories to standard vulnerability categories. For example, beneficiary groups will shift from ex-combatants, IDPs and child soldiers



TOOL
2.32

EVALUATION: Poverty Reduction through Decent Employment Creation in Liberia



¹⁸ In line with ILO's *Social Protection Floors Recommendation*, 2012 (No. 202).



Reconstruction and Decent Work in Liberia and Haiti

In Liberia the ILO's Strategic Management Module (SMM), geared to producing DWCPs, included preliminary DWCP outcomes for Liberia. These focused on job creation, labour-intensive work, youth, LMI (labour market indicators), enterprise and cooperative development, strengthening tripartism, and combating HIV/AIDS.

An Inter-Ministerial Steering Committee (IMSC) was set up to ensure that employment creation was central to the planning process, and to promote a coordinated and integrated approach to decent work. Its initial emphasis was on emergency job creation. Later, attention shifted to developing a national employment policy and support for a process of labour law reform.

Subcommittee 5 of the Liberia Emergency Employment Programme (LEEP) IMSC ultimately served as a forerunner of a more formal national tripartite mechanism. The LEEP/Liberia Employment Action Plan (LEAP) mechanism is also the point of connection that helps ensure the presence of the social partners in the government's work on developing a full Poverty Reduction Strategy Paper (PRSP) delivered in July 2008

After the 2010 Haiti Earthquake the ILO supported the immediate response operations by deploying a multidisciplinary group of experts who participated in the Post Disaster Needs Assessment (PDNA). Building on a comprehensive, coordinated strategy based on its mandate, the ILO intervention in Haiti during 2011-12 has managed to put in synergy the ongoing ILO projects (Better Work, IPEC and reconstruction projects) with the resources mobilized for the post-earthquake reconstruction, focusing on a combination of support for local institutions in the fields of: a) professional training in the construction sector; b) training and services to micro and small entrepreneurs in the informal economy; c) promotion of decent work conditions in the formal sector textile/garment factories; d) institutional strengthening of the Ministry of Labour, the Social Partners, and other counterpart institutions with a view to ensuring future sustainability while supporting the reform of the Labour Code and the fight against child labour; and e) promotion of social dialogue throughout all the aforementioned activities. As the Government put a major emphasis on Decent Work in the process of reconstruction, the ILO supported the long-term recovery and transition to development by facilitating the design of the DWCP for Haiti in 2015.

to youth, women, the disabled and children affected by war. With regard to social protection the aim would be progressively cover the whole population, including vulnerable groups, with at least a nationally-defined minimum level of social protection along with access to essential health care. This is also referred to as the establishment of a national social protection floor. National social protection floors should be created as part of a national social protection system and also allow for the extension to higher levels of social protection, context permitting. Finally, ILO needs to promote and support social dialogue processes, as in

the case study on social dialogue for peace consolidation in Guinea in Chapter 5.

Social dialogue has a key role to play in terms of developing social protection extension strategies and schemes. It supports the development of more socially responsive policies and programmes that have a more solid political backing. Furthermore, workers' organizations can contribute to addressing the lack of information among workers through sensitization, training and vocational guidance.

2.9 Facilitating a gender-sensitive response

The following guidelines can assist to facilitate a gender-sensitive response:

- Set quotas for women's participation in special circumstances, wherever women are significantly more affected than men, or if they face special constraints in accessing support and services. Similarly, allocate a percentage of budgets in all activities for addressing gender-specific needs
- Except where circumstances require women-specific interventions, plan on implementing interventions which ensure that women have equal access
- Involve female and male representatives equally in programme planning, implementing and monitoring bodies to ensure that their respective needs and interests are understood and addressed. Include meetings with women and women's organisations during all incoming missions

TOOL
2.34

FACTSHEET: Issues and strategies to address women's livelihood needs, ILO/Crisis, 2009

- Engage women as development agents early on and build on their capacities, including new capacities that they have acquired during the crisis and which have proved effective
- Eliminate occupational segregation. Give women job opportunities in all fields, including construction and other traditional "male" jobs, independent work, (through relevant technical and management training, credit schemes, etc.), at all levels, especially supervision and management
- Conduct gender analysis. Establish gender project baselines and indicators. Disaggregate gender statistics and incorporate community-based participatory statistics. Consult gender specialists to provide technical expertise in the overall programme strategy and response. Consider

recruiting a local gender consultant or consulting with or involving other UN entities addressing women's and girl's needs, e.g. UNICEF, UN Women, UNDP, UNFPA

- Provide gender-sensitive briefings to ILO consultants and staff involved in planning and programming. Include gender knowledge or programming experience as criteria for recruitment. Ensure that consultants and staff have access to the gender tools and guidelines referred to in this section
- When providing extension services, address credit programme constraints such as the need for collateral or other limiting regulations
- Introduce services such as access to child care and to basic health services where possible, social safety nets being important in preventing women from adopting dangerous and damaging livelihood strategies
- Avoid viewing men's and women's roles in crises as adversarial and ensure that you understand the nuances of masculinity in the contexts of each situation. Communicate the benefits of women's empowerment and implement a strategy for gaining men's support for such empowerment.



Building women's skills to rebuild flooded communities in Mozambique

Women represented 87 per cent of all beneficiaries in an ILO project to counter the disastrous effects of floods in Mozambique. The project focused on rehabilitating local market places, supporting small animal breeding, training in the use and maintenance of motor-pumps and in the making and repairing of agricultural tools, and training on sustainable local development and elaboration of local projects. The project gave women the opportunity to take on new activities and roles.

Source: "Gender in Crisis Response, ILO FACT Sheet", InFocus Programme on Crisis Response and Reconstruction, Recovery and Reconstruction Department, May 2003.

2.10 Monitoring and evaluation in conflict, fragility and disaster

The role of monitoring and evaluation

All projects by the ILO require monitoring and evaluation (M and E) to a certain extent. However, there are key differences between monitoring and evaluation which are important to consider.

Monitoring is an integral part of the project cycle. It is an ongoing process that tracks project progress, with the primary objective of enabling management to take corrective action. Undertaken at different levels of the project structure, it also provides data for reporting, both within the ILO and externally to donors, constituents and other project stakeholders.

Monitoring is an important management tool that:

- assesses progress on project implementation
- assists in the effective management of resources
- detects problem areas
- enables management to take early corrective action
- provides the basis for good communication with constituents and other stakeholders
- provides the basis for donor reporting

Monitoring implementation addresses the question of whether the project is on track. It has a narrower focus on outputs, activities and resources, and compares progress against the work plan. It is essentially a tool to be used on an ongoing basis as part of management supervision. Moving further up the project structure to track progress on the use of project outputs by the target groups can also constitute useful monitoring.

Monitoring involves the continuous, or periodic, collection of data and indicators during implementation of a crisis response project, programme or policy to ensure that it is progressing smoothly and achieving its intended objectives. This is a key function of results-based management insofar as projects are collecting data related to different aspects of their results chain. Monitoring allows managers to address emerging constraints (or opportunities) in order to improve the likelihood of achieving the desired outcomes in the most efficient and effective way. Monitoring is critical in post-crisis situations given that response activities are often launched quickly, without complete information and based on significant yet unverified assumptions about a very dynamic and fluid operating environment. Information gathered through monitoring can help programme managers test these assumptions and adjust their programmes accordingly.

The aim of evaluation in the ILO is to support improvements in programmes and policies and to promote accountability and learning. One of the key contributions of evaluation is that it examines not only whether intended outcomes were achieved, but also whether or not any unintended outcomes emerged over the course of the project. It is an important tool for decision-making, and can support knowledge generation and provide evidence of effectiveness. The ILO Evaluation Office (EVAL) has developed a detailed policy for ILO projects and programmes.

The policy outlines the following topics:

- Principles for evaluation in the ILO
- Types of evaluation undertaken within the ILO
- Budget based requirements for evaluation in the ILO

- Guidance for planning, managing and conducting evaluations
- ILO evaluation reporting and communication requirements

An evaluation is an assessment of an intervention, focusing on what worked, what did not work, and why this was the case. The evaluation process also examines whether the best approach was taken, and whether it was optimally executed. ILO evaluations utilize the OECD/DAC Criteria for Evaluating Development Assistance. There are five standard criteria:

- Relevance
- Efficiency
- Effectiveness
- Impact
- Sustainability

Evaluation is also an essential part of results-based management (RBM). Where RBM tends to be used to assess whether results were achieved, evaluation is used to inquire as to why and how results were achieved. In fact evaluation provides information not readily available from performance monitoring systems, in particular in-depth consideration of attribution, relevance, effectiveness and sustainability. It also brings elements of independent judgment to the performance system and provides recommendations for appropriate management action.

TOOL 2.36 **GUIDELINES:** Policy guidelines for results-based evaluation, ILO, 2012

TOOL 2.37 **GUIDE:** Evaluation of Humanitarian Action, ALNAP, 2016

TOOL 2.38 **FACTSHEET:** Criteria for Evaluating Development Assistance, OECD-DAC

TOOL 2.39 **EVALUATION:** Of Local Economic Recovery: Rebuilding Livelihoods & Employment Opportunities in Aceh, ILO 2006

TOOL 2.40 **EVALUATION:** ILO Programme in Liberia

TOOL 2.41 **EVALUATION:** Emergency Employment for Recovery in Philippines, ILO

TOOL 2.42 **EVALUATION:** Evaluating Humanitarian Assistance Programmes in Complex Emergencies, ODI Good Practice Review #7, 1998

Support to M&E

Special M & E challenges in post-crisis situations

Post-conflict, fragile and disaster-affected countries present unique challenges for designing programmes and projects in response to needs, and for designing useful and effective evaluations in these settings. One of the key characteristics of programmes and projects implemented in these contexts is the volatility of the environment. External factors may at any time significantly affect the implementation of interventions. This means that evaluations of these projects must also be designed in such a way that they can adapt to fast-changing contexts.

Because of the potential for conditions in fragile states to change so quickly at any given time, traditional logframes for project planning can quickly lose their relevance given their linear approach to project design and implementation. Because of this, logframes must be treated as “living documents” in that they should be revisited and modified as conditions on the ground change. This will help ensure that the monitoring information being collected remains relevant and will help provide documentation of mid-course corrections taken to adapt to changing conditions.

Post-crisis environments pose unique M & E operational challenges including:

- Lack of or scarce baseline data and indicators
- Poor documentation and reporting
- Little time or resources to dedicate to M & E
- Limited access to affected populations
- Insecurity
- High staff turnover, meaning that current staff may not know the history of the programme.

Active Learning Network for Accountability and Performance in Humanitarian Action (ALNAP)

In response to these challenges various organisations and humanitarian professionals established ALNAP, a collective response by the humanitarian sector dedicated to improving humanitarian performance through increased learning and accountability. Members are drawn from donors, NGOs, the Red Cross and Red Crescent, the UN, independents and academics. ALNAP uses the broad range of experience and expertise of its membership to produce evaluation tools and analysis which is relevant and accessible to the humanitarian sector as a whole.

For more information on ALNAP, see Tool 2.37 and <http://www.alnap.org/>.

TOOL 2.43 **REPORT:** Integrating M&E, Search for Common Ground, 2006

TOOL 2.44 **TOOLKIT:** Reflective Peacebuilding – Planning, Monitoring and Learning Toolkit, Jan B Kroc Institute for International Peace Studies, University of Notre Dame and Catholic Relief Services South East Asia: 2007

CHAPTER 3 COORDINATION FRAMEWORKS AND PARTNERSHIPS FOR FRAGILE, CONFLICT AND DISASTER SITUATIONS

Chapter 3 presents the existing coordination mechanisms, networking fora, planning frameworks and partnerships that can support ILO's response. It draws particular attention to the humanitarian and peacebuilding response mechanisms, especially the cluster approach, the humanitarian programming cycle and integrated peacebuilding missions in order to complement existing guidance in the Development Cooperation (DC) Manual. It describes the implications of relevant ongoing UN reform processes, especially with regard to ILO's role in the Global Early Recovery Cluster.

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3.1 Coordination mechanisms to facilitate ILO involvement at country and global levels

The very use of the term fragility reflects the growing complexity faced by actors engaged in peacebuilding, humanitarian and development operations. Chapter 1 stressed the enormous intertwined challenges with which they are confronted. With the increase in scale and scope of crises, and the recognition that local and national actors play a key role in the responses, the number of actors involved has grown exponentially and has led to increased

confusion of mandates and competition for resources. Recognizing the need for coordination and coherence in order to achieve collective outcomes, this chapter introduces the most relevant existing coordination mechanisms with a focus on peacebuilding and humanitarian response mechanisms for both sudden and slow-onset emergencies and also protracted crises, so as to complement existing guidance in the DC Manual.

[I] At global level

The Humanitarian Programming Cycle (HPC)

In sudden and slow-onset emergencies, as well as in protracted crises, the international response should be guided by the HPC that has replaced the former Consolidated Appeal Process.¹⁹ The HPC consists of a coordinated series of actions undertaken to help prepare for, manage and deliver the following six sequential elements, along with two key ‘enablers’:

Six key elements

- Emergency Response Preparedness
- Needs Assessment and Analysis
- Strategic Response Planning
- Implementation and Monitoring
- Resource Mobilization
- Operational Peer Review and Evaluation

Two key ‘enablers’

- Coordination
- Information Management.

Successful implementation of the HPC is dependent on effective emergency preparedness, effective coordination with national and local authorities and humanitarian actors, and information management.

Figure 1 visualizes the key elements of the humanitarian programme cycle in the central core. The next two rings represent the indicative steps in sudden-onset crises or sudden escalations in an existing crisis, and in the annual planning cycle of protracted crises, respectively. The outer ring depicts the operationalization of these elements through implementation and delivery. The humanitarian programme cycle provides a framework for the delivery of aid to meet the needs of affected people quickly, effectively and in a principled manner. This framework applies to all humanitarian crises but the process, timeline, tools and documents can be used flexibly.

¹⁹ Reflecting a decision taken by the Interagency Standing Committee Principals (heads of all IASC member agencies or their representatives) as part of the Transformative Agenda adopted in 2011.

Note on refugee and ‘mixed situation’ operations

The “UNHCR-OCHA Note on Mixed Situations: Coordination in Practice” clarifies leadership and coordination arrangements in a situation where a complex humanitarian emergency or natural disaster is taking place, a Humanitarian Coordinator (explained in “At country level”) has been appointed, and a UNHCR-led refugee operation is also under way. The note sets out the respective roles and responsibilities of the UNHCR Representative and the HC, and the practical interaction of IASC coordination and UNHCR’s refugee coordination arrangements, so as to ensure that coordination is streamlined, complementary and mutually reinforcing.

TOOL 3.2 **NOTE ON MIXED SITUATIONS:** Coordination in Practice, UNHCR/OCHA, 2015

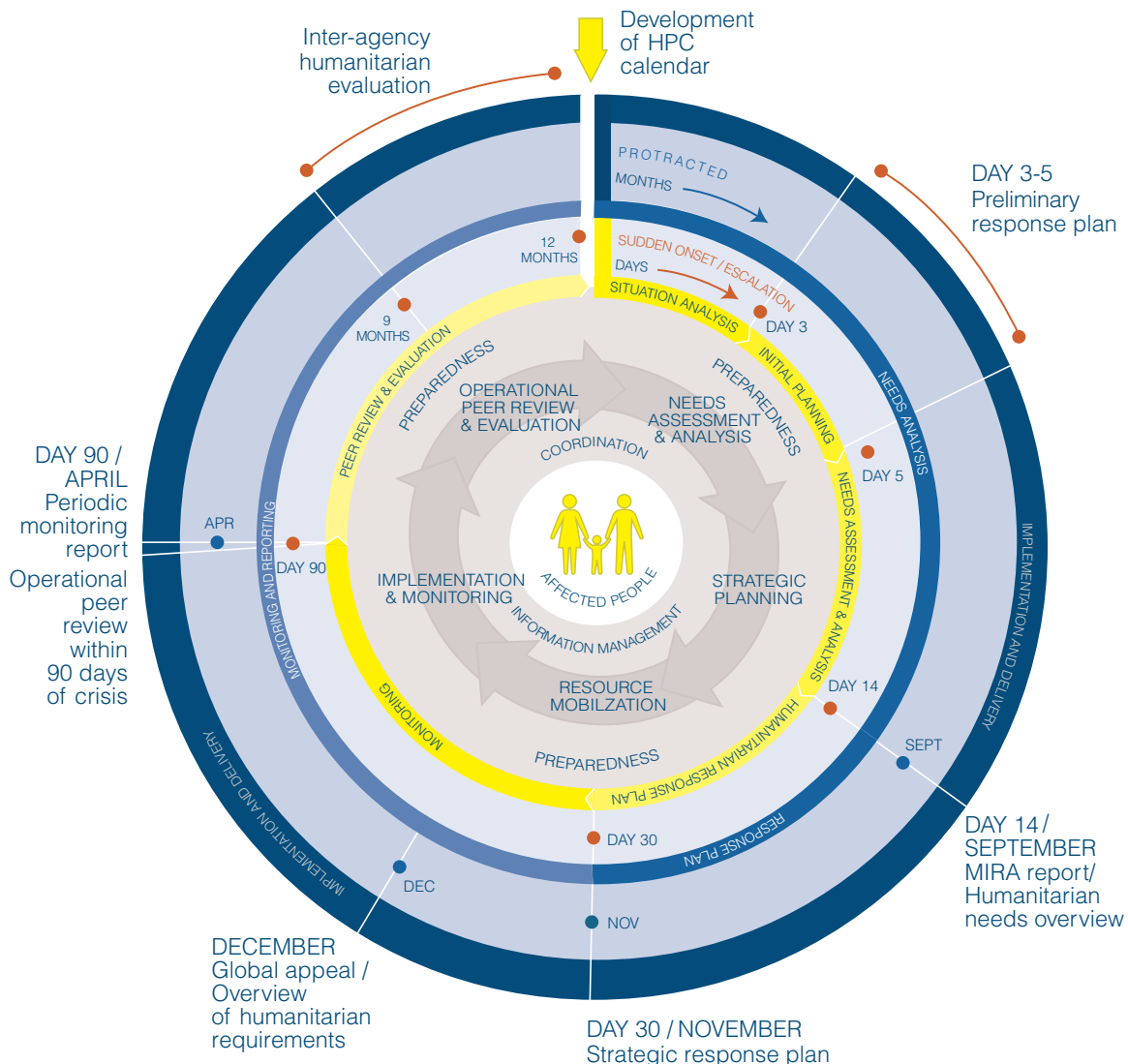
Emergency Relief Coordinator (ERC)

The ERC was created by UN General Assembly Resolution 46/182 on December 1991 to provide high-level UN leadership for the humanitarian efforts of UN organisations in both complex emergencies and natural disasters. In addition to serving as the Under-Secretary-General for Humanitarian Affairs, the ERC serves as the executive head of OCHA.

Inter-Agency Standing Committee (IASC)

The IASC is the primary mechanism through which the ERC discharges his or her coordination functions. The IASC is a forum in which key UN and non-UN agencies create policy on humanitarian assistance, crisis response and reconstruction. The

FIGURE 1: The Humanitarian Programming Cycle for protracted crises and sudden onset emergencies



IASC was established in June 1992 in response to UN General Assembly Resolution 46/182 on the strengthening of humanitarian assistance.

The IASC Emergency Directors support humanitarian operations by advising the Emergency Relief Coordinator and the IASC Principals—the heads of all IASC member agencies or their representatives – on operational issues of strategic concern, and by mobilizing agency resources to address operational challenges and gaps in support of Humanitarian Coordinators and Humanitarian Country Teams. Furthermore, the IASC established the “IASC Working Group” which is composed of the directors of policy or equivalent of the IASC organizations and focuses on humanitarian policy.

The ILO is active in the subsidiary bodies of the IASC and at the sub-working group level, addressing issues such as preparedness and transition. It is a full member of the Global Cluster on Early Recovery (GCER) and is co-leader on livelihood issues at country level in post-emergency situations.

ORGANIZATIONS THAT COMPOSE THE IASC	
UN	FAO • OCHA • OHCHR • UNDP • UNFPA • UNHABITAT • UNHCR • UNICEF • WFP • WHO • <i>Special Rapporteur on the Human Rights of IDPs</i>
NGO	International Council of Voluntary Agencies (ICVA) • InterAction • Steering Committee for Humanitarian Response (SCHR)
RED CROSS/ RED CRESCENT MOVEMENT	IFRC • ICRC
OTHER	IOM • World Bank

Notes: (i) The orange colored text denotes “standing invitees”. In IASC meetings/discussions, no distinction is made between members and standing invitees and each has equal say. (ii) ICRC and IFRC operate independently and cannot be tasked by the IASC directly.

The IASC launched its humanitarian reform in 2005 and revised it in 2011 in form of the “Transformative Agenda”. The process is based on three interrelated elements:

1. Strengthening the Humanitarian Coordinator system (through improved recruitment, training and support)

2. Ensuring more predictable funding through the Central Emergency Response Fund (CERF) - further developed in Chapter 6
3. Strengthening response capacity through the cluster approach (discussed below).

UN Office for the Coordination of Humanitarian Affairs (OCHA)

OCHA is a department of the UN Secretariat. It was established in 1998 to further strengthen humanitarian coordination.²⁰ OCHA supports the ERC at global level and Resident Coordinators and Humanitarian Coordinators (RC/HC) at country level (further explained below). Specifically it focuses on mobilizing and coordinating effective and principled humanitarian action in response to emergencies, in partnership with national and international actors; advocating for the rights of people in need; promoting preparedness and prevention; and facilitating sustainable solutions. It does this through five core areas of work: coordination; humanitarian financing; policy development; advocacy; and information management.

The foundation of the UN humanitarian system

UN General Assembly Resolution 46/182 (1991) reaffirms the State’s primary responsibility for providing assistance and protection and also sets the framework for the coordination and delivery of UN-led international humanitarian action. The Resolution created the position of the ERC, the IASC, and the Central Emergency Revolving Fund (which in 2005 became the Central Emergency Response Fund - CERF) and established 12 guiding principles for humanitarian assistance, including one to the effect that humanitarian action must be provided in accordance with the principles of humanity, neutrality and impartiality. The Resolution also defines the role of the RC in coordinating humanitarian action at country level; facilitating preparedness; assisting in the transition from relief to development; and supporting the ERC on matters relating to humanitarian assistance.

Source: IASC: Introduction to humanitarian action – A brief guide for resident coordinators, 2016.

²⁰ As previously carried out by the Office of the UN Disaster Relief Coordinator (established by General Assembly resolution 2816 in 1971) and its successor, the UN Department for Humanitarian Affairs (established by General Assembly resolution 46/182 in 1991)

United Nations Development Group (UNDG)

The UNDG is an instrument for UN reform created by the SG in 1997 to improve the effectiveness of UN development work at country level. Bringing together the ILO with all other operational agencies working on development, the UNDG is chaired by the Administrator of UNDP on behalf of the SG. The UNDG develops policies and procedures that allow the UN system to work together and analyse country issues, plan support strategies, implement programmes and monitor results.

The Peacebuilding Architecture

In 2004 a High-Level Panel on Threats, Challenges and Change noted that the UN system lacked institutional structures aimed at preventing states from collapsing or at supporting countries in their transition from war to peace. Consequently, then SG Kofi Annan endorsed the panel's recommendations, first to set up a commission to centralize and coordinate the actions taken by the UN, and second to establish an office and a fund to assist countries emerging from conflict. These three organs together are commonly referred to as the "UN Peacebuilding Architecture" (PBA).

- **PBC** The Peacebuilding Commission is an intergovernmental advisory body that supports sustainable peace by (1) bringing together all relevant actors, including donors, international financial institutions, national governments, and troop contributing countries, (2) marshalling resources, and (3) advising on and proposing integrated strategies for post-conflict peacebuilding and recovery.
- **PBSO** The Peacebuilding Support Office was established to assist and support the PBC with strategic advice and policy guidance, administer the PBF, and serve the Secretary-General in coordinating United Nations agencies in their peacebuilding efforts. 2015 saw the publication of two key reviews of the UN's role in making and sustaining peace – the High-Level International Panel on Peace Operations, and the Review of the United

Nations Peacebuilding Architecture – both of which validated the Peacebuilding Fund's role in incentivizing system-wide, politically-engaged response and promoting coherence in crisis settings.

- **PBF** The Peacebuilding Fund supports activities, programmes and organizations that seek to build a lasting peace in countries emerging from conflict. It works through two mechanisms: the Immediate Response Facility, which is designed to jumpstart peacebuilding and recovery needs, and the Peacebuilding and Recovery Facility, which supports more long-term processes²¹.

In 2015 there were two reviews that directly evaluated the role and positioning of the PBC, PBF and PBSO: the report of the Advisory Group of Experts (AGE) on the Peacebuilding Architecture Review and the Report of the High-Level Independent Panel on UN Peace Operations (HIPPO).



Integrated peace-building missions

Integration is the guiding principle for the design and implementation of complex UN operations in post-conflict situations and for linking the different dimensions of peace-building (the political, development, humanitarian, human rights, rule of law, social and security aspects) into a coherent support strategy.

An integrated mission is based on a common strategic plan and a shared understanding of the priorities and types of programme interventions that need to be undertaken at various stages of the recovery process. Through this integrated process, the UN system seeks to maximize its

²¹ ILO has benefitted from PBF resources to participate in joint programmes in several post conflict countries (see chapter 6 for details)



contribution countries emerging from conflict by engaging its different capabilities in a coherent and mutually supportive manner.

Integration is seen as a *modus operandi*, where several instruments and mechanisms (as outlined below in the tools) can be employed according to what is better adapted to any specific context. In the context of integrated missions, the RC finds himself “triple-hatted”, combining the position of Deputy Special Representative of the SG in charge of the humanitarian/development pillar, with his responsibilities as RC, HC, and UNDP Resident Representative.

TOOL 3.5 HANDBOOK: UN Integrated Assessment and Planning (IAP), 2013

TOOL 3.6 UN POLICY: Integrated Assessment and Planning (IAP), 2013

Cluster approach to structuring humanitarian-development cooperation

In 2005, as part of humanitarian reform, the IASC introduced the cluster approach to address systemic and sectoral gaps in humanitarian response. The object of the cluster approach was



ILO in the context of the wider UN efforts in Timor-Leste

In September 2006, the UN Country Team (explained subsequently under the heading “At country level”) held a prioritisation retreat with the participation of the International Financial Institutions (IFIs), aimed at adjusting the activities of the agencies, funds, and programmes in the light of the violent riots that occurred in Timor-Leste in April/May. The UNCT retreat laid the foundation to re-prioritising actions as part of the proposed International Compact, a transition tool covering a 24-month period from 2007 between Timor-Leste and the international community. To ensure a “One UN” approach, a joint framework for collaboration was then developed and agreed on by the UNCT and senior managers of the United Nations Mission in Timor-Leste (UNMIT). The framework was aligned on the Compact priorities and established internal coordination mechanisms that built on the comparative advantages of each part of the UN family.

Within this context, the ILO’s involvement in Timor-Leste included collaborating with UNDP and the World Bank on various activities including a poverty assessment, living standards survey, and a national employment strategy focusing on youth unemployment. In addition the ILO, in partnership with UNDP, implemented major employment creation initiatives through the projects “STAGE” (Skills Training for Gainful Employment) and “Servi Nasaun” (Work for Conflict Reduction and Meeting Basic Needs). STAGE provided training and sustainable employment opportunities for over 2,000 Timorese, while Servi Nasaun created short-term employment for more than 20,000 beneficiaries.

Source: Resident Coordinator Annual Report, Timor-Leste, 2006, in: <http://www.undg.org/ircar.cfm?fuseaction=N&ctyIDC=TIM&P=490>

to ensure sufficient global capacity, predictable leadership, strengthened accountability, and improved strategic field-level coordination, partnership and prioritisation.

A cluster is a sectoral or issue-focused group comprised of UN agencies, NGOs, and other stakeholders, such as the Red Cross/Red Crescent Movement. In each cluster partner organisations work towards agreed common humanitarian objectives at global level (preparedness, standards, tools, stockpiles and capacity-building) and at country level (assessment, planning, delivery and monitoring). A designated agency leads each cluster; for example UNDP leads the Global Cluster on Early Recovery (GCER). ILO takes no cluster lead, but together with FAO co-leads the GCER's core area on livelihoods.

Clusters do not exist per se, and their activation is subject to strict criteria, viz.:

- response and coordination gaps exist owing to a sharp deterioration or significant change in the humanitarian situation;
- existing national response or coordination capacity is unable to meet needs in a manner that respects humanitarian principles, owing to the scale of need, the number of actors involved, the need for a more complex multi-sectoral approach, or other constraints on the ability to respond or apply humanitarian principles).

Inter-cluster coordination at national and sub-national levels is assured by the Inter-Cluster Coordination Group (ICCG), which coordinates implementation of the response through each step of the humanitarian programme cycle. Inter-cluster coordination plays a critical role in facilitating development of the strategic response plan and assures a coherent and coordinated approach to planning and operationalizing the shared strategic objectives as set out in the strategic response plan.

The SG's report for the World Humanitarian Summit 2016 questions the cluster approach's relevance and a new idea is to base inter-agency collaborations on collective outcomes (see section 3.5).

TOOL 3.7 **GUIDANCE NOTE:** Inter Cluster Early Recovery, GCER, 2016

TOOL 3.8 **EVALUATION:** Cluster Approach, IASC, 2010

TOOL 3.9 **EVALUATION:** Cluster Approach, Dr. Abby Stoddard et. al, 2007

Global Cluster on Early Recovery (GCER)

Since 2005 the IASC has established eleven global clusters, including the GCER which is a group of 30 UN and non-UN global partners from the humanitarian and development communities, with UNDP designated as Cluster Lead. The GCER is tasked with identifying gaps, and with developing and accordingly furnishing the tools, resources, training and support required by field-based agencies to effectively plan and implement early recovery. The ILO's LER Guidelines are one of the deliverables of the GCER focusing on the domain of livelihood recovery, and are in response to a recognised need for more effective and coordinated programming in this area.

The GCER can provide advisory support to the HC, and thereby the humanitarian community, through the deployment of an Early Recovery Advisor (ERA). Furthermore the GCER is responsible for supporting the coordination of early recovery activities through cluster coordination. This function is activated in countries where specific early recovery needs are not covered by the existing (or activated) clusters. The Humanitarian Country Team - explained below under "At country level" - will decide on the need for such a cluster and an appropriate name to reflect the thematic issue it covers. Previous examples are the "Return, Reintegration, and Recovery" Cluster (RRR Cluster), addressing displacement solutions in Sudan, and the "Community Restoration" Cluster in Pakistan.

TOOL 3.10 **GUIDE:** Implementing Early Recovery, GCER, 2016

TOOL 3.11 **STRATEGIC PLAN 2015-2017:** GCER

[II] At country level

United Nations Country Team (UNCT)

The UNCT encompasses all the entities of the UN system that carry out operational activities relating to development, emergency, recovery and transition in programme countries. It ensures interagency coordination and decision-making at country level. Its main purpose is to enable individual agencies to plan and work together, as part of the Resident Coordinator system, to ensure the delivery of tangible results in support of the development agenda of the Government.

In the spirit of humanitarian reform, some Humanitarian Coordinators have established an IASC Humanitarian Country Team (HCT) as a policy and coordination forum to facilitate cooperation between the UN and non-UN humanitarian groups in a country. As far as possible the IASC Country Team mirrors the IASC structure at headquarters.

Humanitarian/Resident Coordinator (HC/RC)

In non-crisis settings the UNCT is headed by the RC who is usually also the Resident Representative of UNDP. The RC system encompasses all organizations of the UN development agencies, regardless of their formal presence in the country.

RCs, who are funded and managed by UNDP, lead UNCTs in more than 130 countries and are the designated representatives of the SG for development operations. Working closely with national governments, RCs and country teams represent the interests and mandates of the UN system while drawing on the support and guidance of the entire UN family.

In a humanitarian crisis, the ERC, in consultation with the IASC, will choose a senior official as the HC for that country. In most circumstances the person holding the RC position will also be

designated as the HC. Where this is the case, he or she is simply referred to as the “HC/RC”.

As the most senior UN humanitarian official on the ground in a designated emergency, the HC reports to the ERC and is responsible for ensuring rapid, effective and well-coordinated humanitarian assistance. In most cases, the HC is supported by a local OCHA office.

The HC (with support from ERA) functions as:

- catalyst for cross-sector ER integration
- advocate for incorporation of ER-related approaches and activities in other clusters
- communication facilitation between development and humanitarian actors

In crisis situations and during responses, under the leadership of the HC/RC the UNCT decides which clusters to activate. Together they also launch the system-wide humanitarian appeals process.

The ILO's country director, as a member of the UNCT, is responsible for informing the HC/RC of ILO's intentions. In countries where there is no permanent ILO office, the office should ideally ensure an ILO presence at the UNCT to allow full participation in the early recovery and reconstruction activities and to mainstream employment and livelihood in the overall crisis response.



ILO becomes an integral member of the UNCT in Liberia

Even though the ILO is a non-resident agency in Liberia, with only technical cooperation offices, it has become an integral member of the UN family there. ILO participation in the UNCT has led to several interagency collaborative efforts. The Decent Work agenda has been fully incorporated in the UN Development Assistance Framework (UNDAF, see also page 77), with the ILO co-leading the theme group on youth employment. Partnerships with UNDP, UNHCR and FAO have been particularly rewarding.

Source: "Liberia, Rebuilding Through Decent Work: One Year of Partnership", June 2007", an ILO Publication.

Joint Needs Assessments and Strategic Response Planning

As with the HPC, both strategic response planning and joint needs assessments exist to structure a coordinated humanitarian response. Joint assessments serve as the basis for strategic response planning, for proposals and resource mobilisation, and for modifying priorities and activities already underway.

In slow or sudden onset crises

In a sudden onset crisis the HC is responsible for initiating and overseeing a Multi-Cluster/Sector Initial Rapid Assessment (MIRA) as soon as possible. The initial secondary data analysis for the MIRA should be completed within 72 hours of the emergency to inform the FA (if applicable). The assessment should be finalized within 14 days to inform the humanitarian response plan. The whole assessment process should be conducted in close cooperation with the HCT and with the support of clusters or sectors. In general the ILO does not become directly involved in the MIRA but can exert its influence via the UNDP as the cluster lead. As the example of Liberia has shown, ILO can also participate in the UNCT that replaces the HCT where none has been created.

The ILO should become involved at the stage of strategic response planning that helps focus activities and resources, ensures that organizations are working towards the same goals, and assesses and adjusts the response to a changing environment.

The HC launches a Flash Appeal (FA) within the first three-to-five days of a sudden onset emergency or significant and unforeseen escalations in protracted crises, in consultation with participating IASC stakeholders. The development of the FA is streamlined, quick and light so as to set out an initial planning framework, response priorities and resource requirements in the early days of a crisis. It includes a concise, top-line analysis of the scope and severity of the humanitarian crisis and sets out priority actions and preliminary requirements for the response. After 30 days the FA is generally complemented by a humanitarian response plan.

In protracted crises

In protracted crises a humanitarian needs overview is produced instead of the MIRA. It may also be used in a new slow onset crisis or escalating protracted crises, as well as at the later stages of a sudden onset emergency if deemed necessary by the HC and HCT. It consolidates and analyses information on the needs, vulnerabilities and capacities of affected people. The overview is based on existing information (secondary data) derived from multi-cluster and sectoral assessments, monitoring data, survey results, and contextual judgment of humanitarian actors and of local sources such as national authorities, community bodies and representatives from affected communities. It also outlines the humanitarian risk profile of the country and is reviewed at regular intervals.

In the case of a sudden onset crisis or a rapid escalation in a protracted crisis where a flash appeal is issued, a humanitarian response plan is normally completed or revised within 30 days of the issuance of the FA and builds on the initial planning undertaken. In protracted crises, whether using an annual or multi-year planning process, most HCTs develop their humanitarian response plans on a yearly basis.

The humanitarian response plan communicates the strategy in response to the assessed needs, and serves as the basis for implementing and monitoring the collective response. It consists of two parts: a country strategy and cluster or sector response plans that should follow a multi-sectoral approach. Relevant clusters develop multi-sectoral strategies for achieving the strategic objectives and interact to operationalize and monitor results, giving ILO the opportunity to engage directly via the UNCT or the UNDP cluster lead. If involved, ILO should also prepare for the monitoring and evaluation requirements associated with the HPC.

In addition, two common joint assessment tools are the Post-Conflict Needs Assessment (PCNA) and the Post-Disaster Needs Assessment (PDNA). See also chapter 4.



TOOL
3.1

GUIDE: Reference Module for the implementation of the Humanitarian Programming Cycle, IASC, 2015

UN Development Assistance Frameworks (UNDAF)

The UNDAF is a strategic, medium-term results framework that sets out the collective vision of national government, national partners and the UNCT and the proposed response of the UN system to national development priorities. The UNDAF defines how the UNCT will contribute to the achievement of development results, based on an assessment of country needs and UN comparative advantages. UNDAFs reflect the need to adopt integrated approaches to programming that respond to the imperatives of the 2030 Agenda and effectively address the complex and interconnected nature of the SDGs. As such they should be read together with the Standing Operating Procedures (SOP) for countries adopting the Delivering as One Approach, to be consulted via the ILO's Development Cooperation Manual.

TOOL 3.12 **MANUAL: Development Cooperation,** ILO, 2016

TOOL 3.13 **GUIDE: Handy Guide on UN Coherence,** UNDG, 2015

TOOL 3.14 **STANDARD OPERATING PROCEDURES FOR COUNTRIES ADOPTING THE DELIVERING AS ONE APPROACH: UNDG,** 2014

UN transition strategies

The UN uses the unofficial term UN Transition Strategy to refer to its strategic response in a post-conflict or post-disaster setting (in some post-disaster contexts, the transition strategy may be called a “Recovery Strategy”).

The UN Transition Strategy is a country-level innovation to fill a gap in UN planning tools when humanitarian action is inadequate to address all needs but the time is not yet ripe to lock long-term objectives into development-oriented planning frameworks such as the PRSP or the UNDAF.

A transition strategy outlines how the UN system will support national recovery and the (re-) establishment of critical national capacities as a foundation for longer-term development and the attainment of national development targets. In this way a transition strategy includes many of the components of the UNDAF process, although it will cover a more limited timeframe - from 18 to 24 months - than the normal five-year UNDAF planning timeframe. Transition strategies aim to strike a balance between responding to immediate needs while supporting increased national leadership and ownership of recovery and reconstruction processes. In post-conflict situations the transition strategy will focus almost exclusively on peacebuilding objectives.



Transition Strategy in Sri Lanka

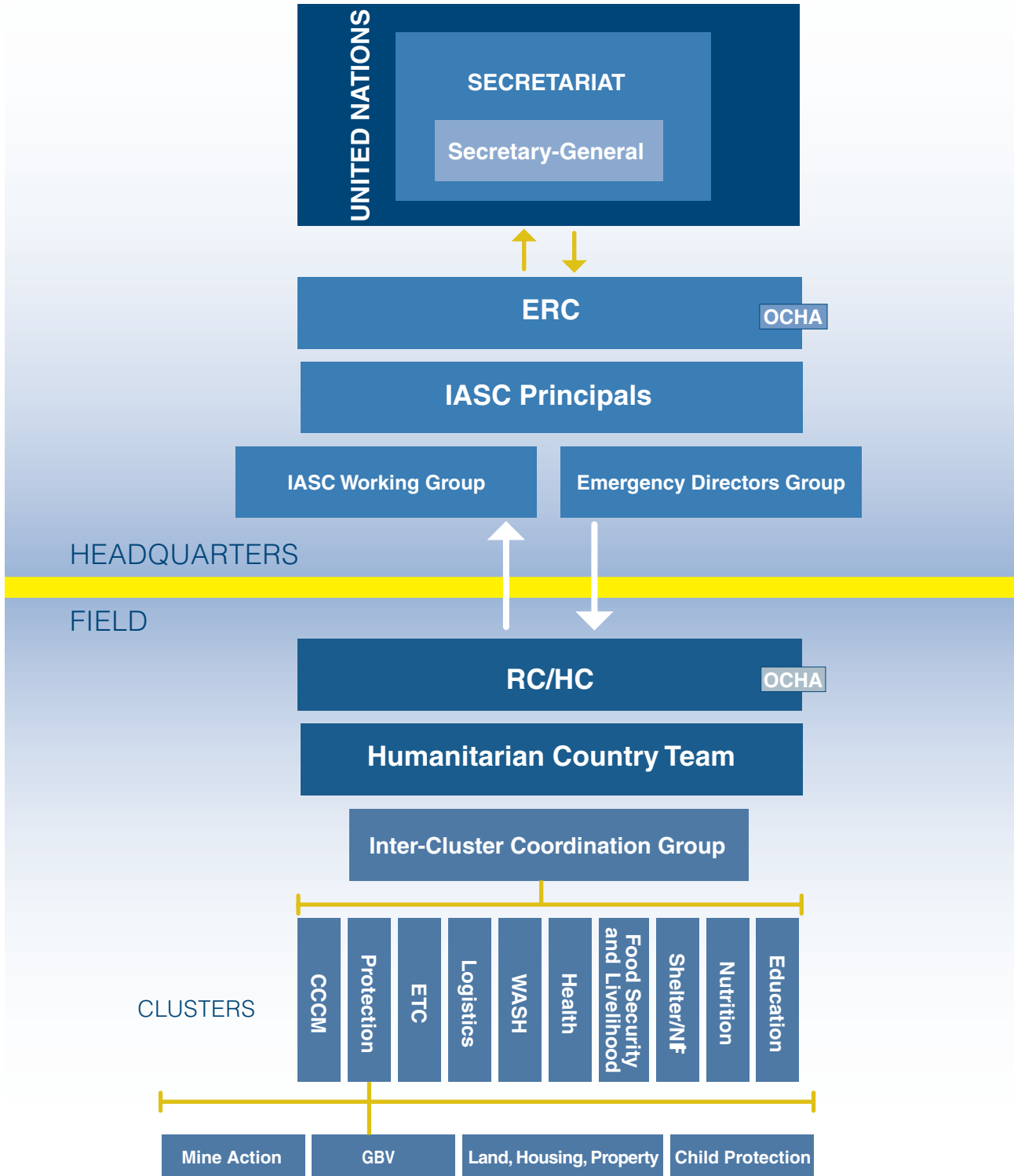
The 2004 tsunami resulted in catastrophic damage to Sri Lanka. Thirteen of the twenty-five districts of the country were affected, with extensive damage to property, sources of livelihood and service infrastructure. The human toll included 35,322 deaths, 150,000 persons who lost their means of livelihood and approximately 1,000,000 displaced people.

Following the immediate relief phase, and given the fragile peace process that ensued, the UN opted to develop a two-year transition strategy titled “Post Tsunami Reconstruction. UN Contribution to Transition from Relief to Recovery” designed to support implementation of the Government Reconstruction Strategy. In the light of the recent change in government and the likelihood that the tsunami agenda would continue to be prioritised in 2006-7, the UNCT decided to focus on transitional outcomes while postponing the start of the next Common Country Assessment (CCA)/UNDAF programming cycle for 2008-2012. As part of these transitional outcomes, the ILO joined UNDP, UNHCR and UNICEF to implement a repatriation, reintegration, rehabilitation and reconstruction programme in North-East Sri Lanka.

Source: The UN Resident Coordinator's Annual Report 2005 – Sri Lanka.

FIGURE 2 : The humanitarian architecture²²

Global and country-level leadership and coordination structures



²² IASC: *Introduction to Humanitarian Action: A brief guide for Resident Coordinators*, https://interagencystandingcommittee.org/system/files/rc_guide_31_october_2015_webversion_final.pdf

3.2 Thematic networks to facilitate ILO responses

UN Inter-Agency Working Group on Disarmament, Demobilization and Reintegration (IAWGDDR)

The IAWG-DDR was established by the UN Executive Committee on Peace and Security (ECPS) in 2005 and is co-chaired by the Department of Peacekeeping Operations (DPKO) and the UNDP. It currently comprises 20 UN member entities. Its mandate is to:

- provide strategic advice to the UN system on DDR
- maintain and review the developed set of UN guidance on DDR
- advise on training needs, policies and strategies
- develop and manage the UN DDR Resource Centre
- facilitate planning of DDR operations among relevant United Nations agencies

The IAWG has developed the Integrated Disarmament, Demobilisation and Reintegration Standards (IDDRS) – a set of policies, guidelines and procedures covering 24 areas of DDR. The IDDRS consolidate policy guidance and best practice on DDR, providing a UN-wide, integrated approach to planning and implementing DDR processes. ILO participated in drafting the standards which were developed by UN DDR practitioners at headquarters and country levels.

TOOL
3.15

GUIDE: Operational Guide to the Integrated Disarmament, Demobilisation and Reintegration Standards: IAWG-DDR, 2014

Child Protection Working Group (CPWG)

The CPWG is the global level forum for coordination and collaboration on child protection in humanitarian settings. The group brings together NGOs, UN agencies, academics and other partners under the shared objective of ensuring more predictable, accountable and effective child protection responses during emergencies. The CPWG is led by UNICEF.

The ILO chose to focus its efforts on mainstreaming child labour issues into the work of the CPWG, which envisions a world in which children are protected during emergencies from abuse, neglect, exploitation and violence.

The ILO became a member of the CPWG in 2010 and actively contributed to development of the Minimum Standards for Child Protection in Humanitarian Action. More specifically, the ILO led on the development of the child labour standard (No.12). Child labour emergencies are now recognized as a child protection concern and the CPWG and its members are being held accountable. In 2012 the ILO set up a task force on child labour under the CPWG. It now includes 14 agencies and a number of independent consultants, implementing a range of activities such as guidance material and training packages.

Common Framework for Preparedness

The Common Framework is a joint initiative of the IASC, the International Strategy for Disaster Reduction and the UN Development Group. It supports the development of preparedness capacity using a systematic country-level approach that collectively assesses capacity and needs, uses this assessment to jointly develop programmes and plans, and coherently implements these programmes and plans to strengthen preparedness.

The UN Office for Disaster Risk Reduction (UNISDR)

UNISDR was established in 1999 as a dedicated secretariat to facilitate implementation of the International Strategy for Disaster Reduction. It is mandated by UN General Assembly Resolution 56/195 to serve as the focal point in the UN system for the coordination of disaster reduction and for ensuring synergies between the disaster reduction activities of the UN system and regional organizations and activities in the socio-economic and humanitarian fields. It is an organisational unit of the UN Secretariat and is led by the UN Special Representative of the SG for Disaster Risk Reduction (SRSG).

The International Recovery Platform (IRP)

The IRP is an international mechanism for sharing experience and lessons associated with the build-back-better principle. The IRP does not directly implement project activities. Instead it functions as a platform to enable interested partners to periodically meet to exchange lessons and ideas that will promote best recovery practice and lesson-learning as well as capacity-building.

The preliminary operational guide on durable solutions to displacement

In 2011 the SG adopted a Decision on Durable Solutions and an accompanying Preliminary Framework on Ending Displacement in the Aftermath of Conflict. This affirms the primary role of the State in facilitating durable solutions to displacement. On the international side it designates to RC/HCs the responsibility for leading the process of durable solution strategy development for IDPs and returning refugees, determining the most appropriate approach based on consultation with national authorities and partners.



Solutions Alliance and DCED

Recognizing the key role the private sector plays in turning displacement challenges into development opportunities, the Solutions Alliance explores ways of better engaging with the private sector. Displacement is a humanitarian and human rights challenge, but development-led approaches to displacement are critical to strengthening resilience and



Durable Solutions for Somali refugee returnees and IDPs through promoting immediate and sustainable livelihoods.

ILO supports the economic reintegration of IDPs, spontaneous or facilitated group returns to Somalia - south-central in particular - through a diversified livelihood and community-based approach. This approach aims to establish conditions that will enable returnees and their communities access their basic needs and restore their livelihoods with dignity. It also contributes to peace-building and reconciliation by reducing the conflicts between returnees and host communities caused by the high demand and limited livelihood opportunities which often undermine peace.

Through these projects the ILO supported the development and scaling-up of small and medium enterprises (SMEs) as the basis for fostering growth and employment creation and enhancing service delivery.

The labour-intensive work provided incomes allowing beneficiaries to meet their basic needs and improved economic infrastructures providing an enabling environment for enterprise development, along with appropriate skills providing additional employment opportunities through self-employment.

This project provided short-term job opportunities to 150 heads of households through infrastructure works while providing business and entrepreneurial skills, using ILO tools, to 570 beneficiaries (heads of households). Of the total of beneficiaries 50% were returnees, 20% IDPs and 30% from host communities. Those who successfully graduated from vocational skills training events were awarded grants to establish their own businesses while also employing further people.

Source: ILO Project Report

longer-term sustainability of efforts. Accordingly the Alliance created the Thematic Group ‘Engaging the Private Sector in Finding Solutions for Displacement’ in June 2014. In line with the work plan the group will explore ways of engaging with local small and medium-sized enterprises, as well as with international companies, to harness their contribution to development challenges, through:

1. Knowledge-Building: guidance/experiences/ good practices consolidated into one or more ‘publications’
2. Partnership-Building: model(s) established and key partnerships built with the private sector
3. Field Pilot Implementation: jobs and livelihoods opportunities as well as service provision enhanced for displaced persons and communities through engagement with the private sector.

DCED: By providing the poor with the capacity to find jobs and improve their incomes, Private Sector Development lays the foundation for their exit from charity. In June 2008 ILO, together with its partners, formed the Working Group on Private Sector Development in Conflict-Affected Environments.

The overall objective of the Group is to highlight the need to promote private sector development as early as the beginning of the post-conflict reconstruction process, and to demonstrate its value across all aspects of peace-building and development. In addition the Group aims to make programmes more effective by developing tools and guidelines for programme design, implementation, and results measurement, and ensuring that practitioners are adequately trained to promote private sector development in a conflict-affected context.

TOOL 3.16 **BROCHURE:** Training Course Private Sector Development in Fragile and Conflict-Affected States, DCED, 2013



3.3 Working in partnerships

When becoming involved in fragile, conflict and disaster situations, there is the need to cooperate with UN agencies and other relevant national and international actors in order to promote Decent Work in programming design.

Through the 2030 Agenda on Sustainable Development, Member States have stressed the important role and comparative advantage of an adequately resourced, relevant, coherent, efficient and effective United Nations system in supporting the achievement of the SDGs. The need for greater coherence has also been highlighted by Member States in various intergovernmental fora, including through the ECOSOC dialogue on the long-term positioning of the UN Development System (UNDS) that

started in 2014. The UN Reform “Delivering as One” initiative calls on UN agencies to increase the effectiveness of their operations by working together in a more coordinated and coherent way.

At the country level the ILO is part of the UN Country Team and operates under the leadership of the Resident Coordinator. The ILO coordinates its work with the tripartite constituents – government institutions and employers’ and workers’ organisations - and seeks synergies with national NGOs, associations of crisis-affected groups and other concerned citizens, the media, social institutions, academic institutions, and private firms. The ILO will align its intervention with the DWCP framework, where it exists, and with the wider UNDAF and UNCT strategy.

PARTNERSHIP	PARTNERSHIP RATIONALE	GOALS	EXAMPLES OF ACTIVITIES
g7+	New Deal for Involvement in fragile states and improvement of work within fragile state institutions	Cooperation on labour standards, social protection, social dialogue, job creation	Fragile-to-fragile cooperation
International Federation of the Red Cross (IFRC)	Combine IFRC's relief expertise and field presence with ILO's development expertise	<ul style="list-style-type: none"> Promote livelihoods and decent work in fragile and conflict settings Strengthen the capacities of Red Cross and Red Crescent societies addressing issues of economic security and human dignity. 	MoU signature between DG and SG on 12 November 2015, on organisation of incubator workshop between IFRC and ILO staff on 24th November
International Social Security Association (ISSA)	Prevention of occupational risks and promotion of workers' health	Provision of technical advisory services aimed at building institutional capacities, strengthened governance and management of social security.	ILO/ISSA International Conference
SPARK	Implementing joint initiatives and activities which lead to decent work for conflict affected groups and populations	<p>A. The support of aspirant and existing entrepreneurs in conflict-affected environments.</p> <p>B. Knowledge-sharing, learning and innovation related to business support and employability activities.</p> <p>C. The promotion of decent work and quality jobs as well as advocacy in removing barriers to doing business.</p>	Participation to SPARK's yearly IGNITE conferences
UNHCR	Areas of common concern with regards to international protection, assistance and ILO-UNHCR coordination	Improved international protection, assistance and ILO-UNHCR coordination	Labour market impact assessments of refugees, training-the-trainer modules on SME recovery

List of Memorandum of Understandings (MoUs)

The ILO has organised a number of partnerships some of which are and formalized through a MoU as summarized in in the table below. In 2014/15 alone the ILO signed new MoUs with the IFRC, SPARK, g7+ UNOPS and UNHCR.



ILO Tsunami response coordinated within the larger UN response

In response to the tsunami the ILO worked closely with the UN Country Teams (UNCTs) in Indonesia, Sri Lanka, Thailand and India, particularly on rapid damage and needs assessments. In these efforts, the ILO partnered with key agencies such as UNDP, UNHCR, UNICEF, WFP and FAO.

To help manage this effort, the ILO established a task force in its Bangkok Regional Office and at its headquarters in Geneva. It also reinforced its technical staff and support facilities in its offices in Jakarta and Colombo to conduct immediate assessments, prepare project proposals, coordinate dialogue among its tripartite social partners, and initiate rapid action programmes aimed at employment creation and the protection of vulnerable groups.

Source: ILO Press Release, 19 January 2005, reference ILO/05/3.



ILO and post-crisis multi-stakeholder coordination mechanism in Lebanon

In Nahr El Bared, ILO and UNRWA (the United Nations Relief and Works Agency for Palestine Refugees in the Near East) led the livelihood cluster group comprised of UN agencies and NGOs providing livelihood assistance to area residents. The cluster group reviewed progress made by the employment programme and provided feedback to the ILO project team on required assistance and emerging needs on employment and vocational training issues. As part of this effort, the ILO also planned to include private sector representatives and local vocational training providers as members of the cluster group.

Source: ILO Technical Cooperation News: Harmonizing Aid – Increasing Impact, No. 3, October 2008.



ILO and post-crisis multi-stakeholder coordination mechanism in Sri Lanka

In Sri Lanka ILO is supporting the livelihood coordination of stakeholders ranging from Government Agencies to Development Agencies, Donors and the private sector through the Coordinating Committee for Humanitarian Assistance (CCHA) Sub-committee on Livelihoods and Early Recovery. This sub-committee is co-chaired by ILO with the Department of Fisheries and Aquatic Resources to facilitate coordinated responses to early economic recovery and livelihood needs of populations in the North and East affected by the conflict. Besides that, at national level a tri-partite relationship was set up with the Consortium of Humanitarian Agency (CHA) and Federation of Chamber of Commerce and Industry, Sri Lanka (FCCISL) to coordinate various livelihood initiatives such as Back to Business mobile clinics

Source: Update on the Situation and ILO Activities in Sri Lanka, Briefing No. 14, ILO/CRISIS, January 2008.

How to enhance strategic partnerships

The ILO can build strategic partnerships and alliances by:

- developing an effective working relationship with the HC/RC who can provide the ILO with access to joint programming and funding opportunities working alongside other UN agency and programme directors and the Bretton Woods Institutions (BWI);
- developing relationships with ministerial counterparts such as labour, planning and finance ministries by informing them of ILO's added value;
- supporting the ILO constituents in positioning the Decent Work agenda at the core of the Poverty Reduction Strategy (PRS);
- working with its tripartite constituents to engage with the private sector (multinational enterprises, national enterprises and new investors) on Decent Work priorities;

- engaging in the post-crisis joint needs assessment process (see *Guide 3, "Assessing Crisis Damage On Employment, Livelihoods and Social Protection"*);
- ensuring that its response interventions emerge from needs identified in the joint assessments and from requests from national authorities and local populations.



ILO's integrated Tsunami response strategy

Indonesia was seriously affected by the earthquake and tsunamis on 26 December 2004, swamping the northern and western coastal areas of Sumatra and outlying islands. Aside from the massive loss of lives, displacement, and destruction, the affected areas also faced significant employment issues. Masses of people lost their jobs and sources of livelihood. Many previous job opportunities disappeared (particularly in the formal sector).

In response the ILO participated in joint needs assessments with the Government of Indonesia and other partners. Through this process the ILO identified six major areas that it could support with practical and immediate recovery and rehabilitation efforts in Aceh. These inter-related areas serve as "entry" projects, varying in duration from 6 to 8 months, and bridge the period from immediate livelihood recovery to longer-term poverty reduction and socio-economic development. The ILO's focus is on restoring the livelihoods of families through gainful employment and other income-generating activities and on reducing the vulnerabilities of women, children, youth, and disabled persons.

Source: ILO Jakarta Special Edition on Indonesia Earthquake and Tsunamis, Newsletter January 2005.

United Nations Development Programme (UNDP)

The goal of the ILO/UNDP partnership is to ensure that coherent recovery programmes are developed and to rebuild disaster-resilient, socio-economically viable communities. Where possible, the ILO and UNDP have agreed to joint planning, evaluation and backstopping missions.



Examples of ILO and UNDP Partnerships

Timor-Leste (2007). Limited access to jobs and training has been a major source of frustration for young Timorese and has also been associated with the violence and destruction that took place during the April/May 2006 crisis. The greater concern is that this lack of work could create a vicious cycle of poverty and social exclusion that could lead unemployed young people to become involved in criminal activities, or prevent them from returning to legitimate occupations.

In response, UNDP and the ILO, in partnership with the Ministry of Labour and Community Reinsertion, launched the "Work for Peace" project, with \$2.7 million in funding from the European Union. This project, designed to reduce the potential for conflict and further destabilisation in Timor-Leste, will provide short-term employment for 23,350 people in all 13 districts of Timor-Leste, equivalent to 350,250 days of work. This should decrease the demographic pressure on the urban areas and ease the burden on rural households, which still host thousands of IDPs. This project is designed to focus particularly on young people, although other vulnerable groups such as women, IDPs and former soldiers will also benefit.

Source: Regional Office for Asia and the Pacific (Issues newsletter, August 2007)



Examples of ILO and UNDP Partnerships

Guatemala (2005). In response to the destruction caused by Hurricane Stan in October 2005, ILO worked closely with UNDP as part of the UN joint programme, and with national authorities and local institutions to rehabilitate basic infrastructure using employment-intensive methods. The programme provided employment creation, capacity-building and local-level planning skills to the affected communities. Over a period of six months the ILO carried out 106 projects in the Departments of Sololá and San Marcos, providing over 150,000 days of direct employment to over 5,000 heads of household. As a result of a combination of simple clearing works and collaboration with municipalities, 80% of the total budget was spent on salaries of unskilled workers. Since June 2006, an ILO expert from ILO's Employment Intensive Investments Programme was posted with UNDP to incorporate labour-based technologies and enterprise development in longer-term sustainable national employment strategies.

Source: ILO Crisis Highlights October 2007.

Office of the United Nations High Commissioner for Refugees (UNHCR)

The ILO Memorandum of Understanding with the UNHCR from 1983 has been revised and a new one was signed on 1 July 2016 to open a new and deeper phase of collaboration between the ILO and UNHCR.

The “ILO-UNHCR Partnership for the Socio-economic reintegration of refugees, returnees and IDPs” promotes sustainable livelihoods of refugees, returnees and IDPs, as well as durable solutions to displacement. This partnership focuses on rapid deployment of ILO livelihood experts to UNHCR’s country operations. It also builds on ILO’s country programmes, reinforcing their capacity and ability to work in crisis contexts. The joint programme supports both reintegration of returnees in countries of origin as well as refugees’ self-reliance in the asylum context, in recognition of the fact that the rapid deployment of ILO technical staff to crisis-affected regions will contribute to the prompt development or refinement of programmes seeking to provide the affected population with employment or income generation opportunities.

The partnership covers microfinance, micro-enterprise and small enterprise development, local economic development, support for cooperatives, vocational training, women’s socio-

economic empowerment, and employment-intensive investment.



The ILO-UNHCR partnership in Liberia 2007

Based on the recommendations of an ILO livelihoods consultant deployed to Liberia in 2007, the ILO Chief Technical Advisor, as part of the UN Country Team, proposed an intervention that included the ILO Youth Entrepreneurship Package (YEP) to “Create Skills, Productive Assets and Access to Agriculture Markets for Women and Youth.” The resulting project proposal received preliminary approval for a USD 1 million disbursement from the UN Liberia Peacebuilding Fund. Crafted jointly by ILO and UNHCR and submitted by ILO, the programme plans for: 1) labour-intensive road rehabilitation, 2) agricultural production, life skills training and cooperative management training, 3) business and life-skills training, 4) micro-finance services, 5) agro-processing skills, equipment and advice. The programme has attracted the wide involvement of the Government of Liberia, various UN agencies, INGOs and local NGOs. Within the UN’s Deliver as One strategy, the ILO-UNHCR TCP has helped pioneer concrete programmatic synergies between a humanitarian and development agency. As the co-chair of the twelve-member Working Group UN-Wide Policy Note on Employment in Post-Conflict, ILO ensured that UNHCR’s valuable humanitarian perspective remained relevant.

Source: ILO-UNHCR Technical Cooperation Partnership (TCP) in Liberia: Decent Work as a Durable Solution



© FAO/Inakash Singh

TOOL
3.17

REPORT: ILO-UNHCR Partnership through technical cooperation – Building entrepreneurial capacity for returnee and refugee women in Angola and Mozambique, ILO/UNHCR, 2006

In October 2005 the ILO and the Bank published a joint study that explored ways of applying demand-driven approaches in post-war situations. The study identified several benefits of these approaches in conflict-affected areas and recommended eight “operational principles.”

World Bank

ILO and the World Bank are working together to use demand-driven approaches to support ing livelihoods following armed conflicts. The ILO-World Bank partnership is built on the belief that generating livelihoods in conflict-affected areas promotes self-esteem and self-reliance and boosts the local economy. This, in turn, promotes peace, stability and development.

TOOL
3.18

OPERATIONAL ANNEX: Partnership Note on Post-Crisis Situations, UNDG/WB, 2015

TOOL
3.19

STUDY: Demand Driven Approaches to Livelihood Support in Post-War Contexts: ILO-WB, 2006



ILO-World Bank Collaboration

Livelihoods in Aceh were severely affected by the December 2004 tsunami and earthquake, but also by the lingering armed conflict pitting the Free Aceh Movement (GAM) against government forces. Following the tsunami, on 15 August 2005 the Helsinki peace agreement ended this 30-year long conflict; the local economy could then start rebuilding from the tsunami and emerge at last from the war's shadow.

Starting in early December 2005, the ILO has provided its technical expertise and international experience in local economic recovery and development, and in particular its practical tools on business management and gender equality, to KDP (Kecamatan Development Program). The KDP collaboration is based on a Memorandum of Understanding signed by ILO, KDP, the World Bank, the Rehabilitation and Reconstruction Agency (BRR) and the Community Development Department of the Government of Indonesia (BPM) of NAD Province.

The KDP programme is implemented by the Ministry of Home Affairs and the Aceh and Nias BRR with World Bank funding. It adopts the World Bank community-driven development approach to alleviating poverty in rural communities in Indonesia. It also improves local governance by helping communities plan their own development, develop basic community infrastructure, and enhance social development and livelihood opportunities.

Source: The ILO Jakarta Newsletter, Bilingual Edition, May 2007, p. 17.

Global Facility for Disaster Reduction and Recovery (GFDRR)

The ILO has developed a key partnership with the World Bank's GFDRR. Established in 2006 the GFDRR is a global partnership that helps developing countries better understand and reduce their vulnerabilities to natural hazards and adapt to climate change. Working with over 400 local, national, regional, and international partners, GFDRR provides grant financing, technical assistance, training and knowledge-sharing activities for mainstreaming disaster and climate risk management in policies and strategies. Managed by the World Bank, GFDRR is supported by 34 countries and nine international organizations.

The GFDRR is part of a longer-term partnership under the ISDR system to reduce disaster losses by mainstreaming disaster risk reduction in development, particularly upstream country strategies and processes, towards fulfilment of the principal goals of the Sendai Framework for Disaster Risk Reduction.



GFDRR Extends support to El Salvador in the aftermath of Hurricane Ida

Nov. 2009 - Experts from GFDRR and the World Bank visited El Salvador to assist the Government in assessing the impact of hurricane Ida and develop a comprehensive disaster recovery, reconstruction and risk reduction plan. The hurricane which hit El Salvador caused devastation in the country with torrential rains, flooding, and mudslides, burying entire neighbourhoods. Eight of El Salvador's 14 regional departments were hardest hit, including the capital San Salvador and the departments of San Vicente and Cuscatlán. More than 75,000 people (15,000 families) were affected. A kick-off meeting between GFDRR, the World Bank and the Presidential Secretariat along with a briefing to all line ministries took place last week to mark the beginning of a PDNA exercise. This exercise enabled the Salvadorian government to plan for accelerated recovery, resilient reconstruction and long-term risk reduction.

The Government of Norway generously supported the GFDRR's Standby Recovery Financing Facility (SRFF).



Examples of ILO/FAO partnerships at the field level

Bangladesh (2007). One month after Cyclone Sidr hit Bangladesh on 15 November 2007, FAO conducted a mission to assess the impact on the agricultural sector, while ILO primarily assessed the non-agricultural activities in the districts of Barguna, Bagerhat, Patuakhali and Projpur. The assessment aimed to identify early livelihood recovery needs.

During this visit the ILO and the Ministry of Labour and Employment conducted a rapid assessment of the impacts of the disaster on livelihoods. The mission applied the methodological guidelines of the "Rapid Livelihood Assessment Toolkit", jointly developed by ILO and FAO.

Nias Island, Indonesia (2006). FAO and the ILO began joint activities in January 2006 on Nias Island, Indonesia, which was devastated by the December 2004 tsunami, with 90% of its more than 750,000 people affected and 80% of buildings in the capital city destroyed. ILO and FAO focused on restoring sustainable livelihoods and reducing socio-economic vulnerability in the fishing sector, where livelihoods were hit hardest. This initiative identified job opportunities in the sector, provision of fishing equipment, vocational training in productive areas and methodologies, and capacity-building in business management through the ILO's Start and Improve Your Business (SIYB) tools.

**TOOL
3.20****HANDBOOK: Standby Recovery Financing Facility, ISDR/WB, 2008**

UN Food and Agriculture Organization (FAO)

The ILO/FAO partnership aims to help the most vulnerable crisis victims through joint needs evaluations and projects to promote livelihoods in urban and rural areas. This reinforces the link between agricultural activities and income generation, while reducing dependence on food aid as soon as possible after a crisis.

As noted earlier in this document, FAO and the ILO have been designated as co-leaders of the core areas of livelihoods, employment and agriculture within the early recovery cluster.

UN Office for Project Services (UNOPS)

The partnership with UNOPS is based on a MoU signed in November 2015. When implementing emergency employment (see 5.4), for instance, it may be easier to work through UNOPS because ILO's financial and administrative procedures are less flexible for implementation in fragile and crisis settings. Through the partnership UNOPS can manage the logistical and administrative aspects of the programme and ILO can focus on providing technical inputs to ensure high-quality design, implementation and monitoring of the project. The agreement includes managing and procuring the undertaking of works, for example in the construction or rehabilitation of sustainable infrastructure and utilities such as public buildings, roads, and water and sanitary installations.

Other areas of cooperation include the issue and administration of personnel contracts to project personnel, including consultants and experts, or associated recruitment services. Both UN organizations also agree to cooperate on the sustainable procurement of services, goods or equipment, as well as fund management, provision of advisory services, training, capacity-building, management, supervision, and evaluation services.

The MoU is guided by the ILO's international labour standards regarding freedom of association, the prohibition of forced labour and child labour, equal remuneration for men and women for work of equal value, and equality of opportunity and treatment in respect of employment and occupation without discrimination.



ILO Partnership Projects in Liberia

In 2005 Liberia's 14-year war ended, leaving a devastated economy. With an estimated unemployment figure of about 85 per cent, the creation of jobs through labour-intensive approaches while engaging the large number of unskilled youth was the top priority for the Government of Liberia. Since the ILO re-launched technical support activities in Liberia in 2006, it has developed partnership activities with UN agencies, including: (i) studies with the Food and Agriculture Organisation (FAO), UNDP and UNHCR on agriculture and youth employment; (ii) projects with UNDP for reintegration of ex-combatants and to enable the County Support Team to enhance the process of decentralisation in Liberia; (iii) provision of volunteer services with UNV to support local economic development in Liberia; (iv) development with UNIFEM of a common programme for "gender and employment generation, contributing to lasting peace" and (v) development of a joint-UN programme on youth employment and empowerment involving UNICEF, UNDP, UNESCO, UNFPA, and the World Bank.

In August 2007 the ILO and UNDP assisted the National Commission on Disarmament, Demobilisation (DDRR), Rehabilitation and Reintegration in designing the final stage of the DDRR programme, which is linked to programmes on employment creation.

3.4 On-going humanitarian reform: Cooperation for collective outcomes

The UN has continuously pressed for reforms of its humanitarian response system, culminating in the UN Secretary General's Agenda for Humanity, the report of the first-ever World Humanitarian Summit 2016 in Istanbul. The report calls for a rethink of the humanitarian development divide, arguing that without improving solutions aimed at reducing human suffering caused by conflicts, the SDGs cannot be achieved. Following this logic, core responsibility four is about achieving a major shift from "Delivering aid to ending needs",

which requires reinforcement of local systems, anticipation of crises and a transcending of the humanitarian-development divide. Treating humanitarian and development goals as a single global challenge includes a struggle in favour of collective outcomes on a multi-year basis, supported through a new international financing platform for protracted crises as suggested by the SG. In addition donors are required to harmonize reporting requirements and at the same time ease evaluation rules for local agencies. The SG calls for 15 per cent

of funding for UN-led humanitarian appeals to be channelled through country-based pooled funds with a thematic focus on preparedness. The aspect of strengthening localization also touches on the humanitarian coordinator system. Improved recruitment, training and support should provide the HC/RC with the necessary resources to fulfil its role.



4 ASSESSING THE IMPACT OF CONFLICT AND DISASTER ON EMPLOYMENT, LIVELIHOODS AND SOCIAL PROTECTION

Chapter 4 presents ILO's role and added value in conducting assessments of the impact of conflicts and disasters on employment, livelihoods and social protection. It presents inter-agency assessment frameworks (PCNA and PDNA) and the partnerships that ILO can leverage for ILO involvement in post-crisis assessments. In addition, it describes tools that ILO uses for livelihood, employment and social protection assessments. Lastly, it explains what it means to engender an assessment and provides tips on how to do so.

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4.1 ILO's role in post-crisis assessments

ILO's stake in post-crisis assessments

Post-crisis assessments provide information on the impact of the crisis on livelihoods, employment and social protection. The ILO's involvement in post-crisis assessments is therefore important for overcoming these deficiencies and ensuring that employment and livelihood issues are addressed in the response.

Assessment information and analysis help the ILO:

- provide the government and public with reliable data on job losses, livelihoods and social protection gaps (in terms of numbers and groups covered, benefit level, adequacy, costs, impacts and others) resulting from the crisis
- design appropriate post-crisis programmes (see Chapter 5)
- adjust medium- and longer-term planning and objectives

- mobilise resources
- advocate for interventions to help crisis-affected individuals and communities generate income and rebuild their livelihoods
- support resilience building, the BBB approach and the DRR process from day one

TOOL 4.1 **REPORT:** Needs Assessment Survey for Income Recovery (NASIR) in Tsunami-Affected Areas in Sri Lanka, ILO, 2006

TOOL 4.2 **QUESTIONNAIRES:** Livelihood Recovery Nasir, ILO, 2006

TOOL 4.4 **GLOBAL EMPLOYMENT TRENDS BRIEF:** Employment Impact in Pakistan of South Asia Earthquake, ILO, 2005



Ukraine: Assessing employment needs of IDPs

Over one million Ukrainians have been displaced during the course of the conflict in the Donbas region. Influxes of working age IDPs to certain areas have exacerbated an already deteriorating situation in the Ukrainian labour market by increasing competition for available jobs and putting downward pressures on wages. As the conflict becomes more long-term and devastating and the number of internally displaced people (IDPs) who intend to settle in the host regions increases, the focus of the government of Ukraine and international organizations increasingly moves from short-term humanitarian assistance to longer-term, sustainable development assistance aimed at successful integration of displaced people into the host community. One of the major priorities in this respect is to help IDPs sustain themselves through appropriate employment and productive activity.

Against this background, the government and the social partners in Ukraine have approached the ILO with a view to developing short-term responses to address the jobs recovery needs with emphasis on internally displaced people, and longer-term assistance to help in the design and implementation of policy measures that will contribute to reducing the impact of fiscal and monetary consolidation on employment.

To support data-driven and evidence-based policymaking, the ILO produced a study on "Employment Needs and Employability Assessment of IDPs" that provides background information on the employment needs of IDPs not registered with the State Employment Service, and their further migration intentions and survival strategies, based on individual-level data from a targeted survey of 2000 IDPs aged 18-70 years carried out in June 2015. The study also assesses employment opportunities for IDPs in the current economic environment based on in-depth interviews with 55 Ukrainian firms of varying economic activity, size, type of ownership, and region. Based on the findings, the study developed policy recommendations on how to overcome employment-related problems of IDPs and enhance their labour market integration.

Source: Employment needs assessment and employability of internally displaced persons in Ukraine, 2016.

ILO involvement in crisis assessments

The initiative to undertake an ILO assessment can be taken by the ILO Country Office, its constituents or ILO headquarters' senior management. The request can also come from the ILO's UN and non-UN partners, for example from UNDP and the World Bank (See Section 3.3 below).

The ILO needs to coordinate its assessments with those being conducted within the Early Recovery Cluster, other UN agencies, the World Bank, major NGOs and state and local actors.

It is especially important that the ILO should contact the UN resident coordinator and UNDP country director and be ready to participate in the early recovery cluster meetings as soon as they begin.

TOOL 4.5

REPORT: Employment needs assessment and employability of internally displaced persons in Ukraine, ILO DWT Budapest, 2016

TOOL 4.6

REPORT: Assessment of the impact of Syrian refugees in Lebanon and their employment profile, ILO ROAS, 2014



Assessing the labour market impact of Syrian refugees in Lebanon

In order to assess the impact and identify the ramifications of an increasing number of Syrian refugees (many of whom will be seeking work) the ILO implemented an assessment of their impact and a survey of their employment status in four regions (Akkar, Tripoli, Beqaa, and the South). The objective was to provide a better understanding of the evolving situation of increasing numbers of Syrian refugees. The study focused on the employment profile of refugees and the potential impact of their economic participation on their host communities' livelihoods.

For the current assessment, data was collected from 400 households, which included a total of 2,004 individuals. Semi-structured questionnaires were completed using personal interviews that covered all household members.

The assessment revealed a number of salient findings and confirmed, to a large extent, the anecdotal evidence on the living conditions of Syrian refugees and their effect on host communities. The majority of Syrian refugees are living in difficult socio-economic conditions with limited livelihood resources. Initially, many refugees settled with families or friends but, with the prolonged crisis, they have resorted to rented accommodation for which they are mostly obliged to pay high prices for small shelters, or shared apartments with other families.

Source: ILO ROAS: Assessment of the impact of Syrian refugees in Lebanon and their employment profile, 2014.



ILO involvement in Coordinated Recovery Needs Assessment in Bosnia and Herzegovina

Extreme flooding of several rivers, landslides and mass movements caused the most serious natural disaster experienced by Bosnia and Herzegovina in the past 120 years, affecting approximately a third of the country and touching more than one million people, at least one-fourth of the population of 3.8 million. Some enterprises had major losses e.g. the furniture factory "FEN-BH" was completely flooded. Raw materials, ready-made products for export, machines were all lost. The estimated damage was 11 million Euro. Around 130 workers were laid off. Another 800 suppliers connected with "FEN-BH" in extensive supply chain were likely to suffer seriously.

The ILO led the Coordinated Recovery needs assessment in the sector of employment & livelihoods, also extending it to enterprises. The ILO strongly advocated for the involvement of trade unions and employers' organizations in data collection and analysis. Moreover, ILO developed an enterprise survey with supporting analysis tools (see tool 4.7).

The preliminary data analysis indicates that no major job losses have been caused by the disaster. However it is hard to anticipate the impact of this disaster on jobs in the mid-term (6-12 months). Export-oriented enterprises might lose their markets if they do not recover quickly whilst enterprises working for the domestic market are also likely to suffer following the weakening domestic consumption.

Source: ILO Press Release: Impact of floods on jobs and enterprises in Bosnia and Herzegovina, in: http://www.ilo.org/budapest/information-resources/press-releases/WCMS_247696/lang-en/index.htm



Impact of the 2004 Tsunami and Earthquake on APINDO's Enterprises in Aceh Province, Indonesia

ILO estimates that 600,000 jobs have been lost in Aceh due to the natural disaster in 2004. Many of these jobs were provided by small enterprises. ILO supported the resilience of their constituents and directly engaged with the Indonesian Employers' Association (APINDO). Their access to entrepreneurs in the region was crucial to providing local and international partners with a first assessment conducted on private enterprises in Aceh.

The assessment sample consists of 316 enterprises registered with APINDO. A questionnaire was developed to assess the enterprises on an individual basis (see Tool 4.8). Owing to the urgency of gathering initial data, the questionnaire was drafted as simply as possible, using as a starting point both the "Crisis Response Rapid Needs Assessment Manual" and the "Local Economic Development in Crisis Response" operational manual.

Source: ILO: Impact of the Tsunami and Earthquake of 26 December 2004 on APINDO's Enterprises in Aceh Province, ILO/APINDO Rapid Assessment, 2005

TOOL 4.7

QUESTIONNAIRE: Estimation of Damages and Losses to Enterprises in Bosnia and Herzegovina, ILO, 2014

TOOL 4.8

REPORT: Impact of the Tsunami and Earthquake of 26 December 2004 on APINDO's Enterprises in Aceh Province, ILO/APINDO, 2005

4.2 UN interagency assessment frameworks

Why there is a need for inter-agency assessments

The United Nations, following the lessons learnt from a number of past post-crisis international response experiences, including the 2004 South Asian tsunami, made a major effort to coordinate the different steps of international interventions, including assessments carried out by a number of agencies. UN agencies are coordinating their assessments to find synergies and avoid duplication. To facilitate this the UN has established the Post-Conflict Needs Assessment (PCNA) and the Post-Disaster Needs Assessment (PDNA).

Prior to cluster-based or sectoral needs assessments such as PDNA and PCNA, the MIRA and FA processes for both sudden onset emergencies and the humanitarian needs overview for protracted crises applied (see section 3.1 in chapter 3). As ILO has a growing

stake in conducting training and implementation of PCNA and PDNA, the processes will now be presented in greater detail.

Post-Conflict Needs Assessment (PCNA)

A PCNA is a multilateral exercise undertaken by the UNDG, the World Bank, the European Commission and Regional Development Banks using the methodology contained in the PCNA guide, in collaboration with the national government and with the cooperation of donor countries. The PCNA lays the foundation for a common UN strategy that supports peacebuilding based on national priorities.

By mapping the key needs, the PCNA serves as an entry point for conceptualising, negotiating and financing a shared strategy for recovery and

development in fragile, post-conflict settings. PCNAs have been undertaken in Iraq, Liberia, Haiti, Sudan, and Somalia among other countries.

The PCNA is usually jointly coordinated by national stakeholders and multilateral agencies. Cluster teams, comprised of national and international technical experts, conduct field and desk assessments. While these teams aim to be comprehensive, data is often weak or incomplete in post-conflict settings and access to communities may be limited by logistical and security constraints.

PCNA reform

ILO is part of the UN Working Group on Transitions which discusses improvements to current intervention practice. The PCNA process will be substantively revised in 2016. Recommendations of the UNWGT include:

1. Establishing a High-Level Advisory Group (HLAG) that can discuss and where appropriate approve policy and guidance, monitor use of the joint declaration, and help troubleshoot specific challenges when needed. The HLAG would be supported by a joint virtual secretariat (JVS) between the UN, WB and EU. Based on internal UN consultations, it is suggested that the current co-chairs of the UNWGT be nominated to represent the UN at the HLAG and their names be communicated to the WB and EU.
2. Changing the name of the process from PCNA to Peacebuilding and Recovery Assessment (PBRA) to reflect new realities on the ground, along with developing communication materials and disseminating the above responsibilities to generate clarity across each organization.
3. Strengthening collaboration and coordination with PDNA processes; issuing of further guidance – including possibly in the form of Standard Operating Principles to clarify the criteria, triggers and principles for use of the Joint Declaration; and standardizing the practice of a joint pre-assessment or scoping mission in response to any requests for a PCNA prior to a full-fledged exercise.

Post-Disaster Needs Assessment (PDNA)

In the aftermath of a disaster the ILO provides direct support to governments and social partners in undertaking a PDNA in the 'Employment, Livelihoods and Social Protection' (ELSP) sector. The ELSP sector assessment complements earlier humanitarian livelihoods assessments to link the disaster recovery with national development objectives.

A PDNA is launched at the request of the Government and carries out estimates, with the support of the UNDG, the World Bank and the European Union, of post-disaster damage and losses across all sectors of the economy as well as the recovery, relief, reconstruction, and risk management needs. A PDNA also provides guidance to the Governments and the international donor community of a country's short, medium, and long term recovery priorities.

Since 2005 over 48 PDNAs have been conducted in more than 40 countries. The ILO has supported 27 assessments, of which six were conducted in 2014-2015, most notably in Bosnia and Herzegovina, Gaza, Serbia, Malawi, Vanuatu, Nepal, Myanmar and Yemen.

The part of the PDNA that focuses on early recovery aims to:

- identify priority programme interventions that facilitate early recovery and transition from relief to reconstruction in different geographic locations and social contexts;
- assess key vulnerabilities and gaps between what individuals or families can provide and their actual needs, and identify how these will be strategically addressed over the first twelve-to-eighteen months after the disaster;
- identify early recovery efforts initiated spontaneously by the affected communities and devise strategies for supporting these efforts.



TOOL
4.8
bis

"Yemen Damage and Needs Assessment, ILO, 2016"

The PDNA produces the following four core deliverables:

- **One consolidated assessment report**, based on sector reports, presenting the overall effect and impact of the disaster on each sector, the recovery needs of each, as well as the explicit impact in respect of cross-cutting themes, covering a gender perspective, environmental considerations, risk reduction, and governance.
- **A recovery strategy** which defines the vision for national recovery; provides a strategy for recovery actions within each sector and affected region, along with clear objectives and interventions; directs it towards expected results; and defines the timeframe as well as the cost of the recovery process.
- **A plan for resource mobilization** in support of the country's recovery, including a donor conference where required.
- **An outline of a country-led implementation mechanism for recovery.**

ILO and its partners offer a training programme to build up the capacity of local governments, the private sector, trade unions and NGOs to conduct PDNAs and to better capture employment, livelihoods and social protection data (see tools 4.9 and 4.10). The training provides participants with the opportunity of going through the PDNA's 10-Step Process, as follows:

Step 1: Baseline data information

Step 2: Post-disaster information through secondary data collection

Step 3: Field visits to collect data and validate data

Step 4: Data analysis and validation

Step 5: From data analysis to aggregating disaster effects

Step 6: Estimation and costing of recovery needs including BBB

Step 7: Prioritizing and sequencing of recovery needs

Step 8: Developing the Recovery Strategy

Step 9: Consultations with stakeholders

Step 10: Sector Report writing and presentation of recovery strategy

More than 20 PDNA training events have been conducted globally during the 2014-2016 period, in Turkey, Thailand, Panama, Senegal, Bolivia and Ecuador. ILO contributed to eight of these events. Over 1,000 participants have attended the training events, and of these 70 have been included in the PDNA roster as PDNA specialists (core experts and sector experts).

Experiences from ILO's involvement in PDNAs

- Often PDNAs are called for at the last minute, leaving little time for preparation. Improving information-sharing in advance on important issues such as *inter alia* which agencies are participating, who is part of the PDNA secretariat, what kind of logistical support is available, and what are the most important baseline sources would facilitate a smoother start to the assessment.
- Most PDNAs begin with a very ambitious, that is unrealistic, deadline for completion which is then subsequently postponed until data analysis has been completed. In many instances a more realistic timeline from the beginning of the assessment to complete the analysis of damage and losses, conduct field visits and so forth would facilitate better data collection and higher quality assessment.
- As the lack of data is an important constraint, identifying a focal point in the national statistical offices that can pass on data requests from PDNA sector teams is desirable.
- It is necessary to put greater emphasis on manufacturing and commerce and to collaborate with local Chambers of Commerce and other employers' and workers' associations.
- As individual PDNA sector reports sometimes touch on politically sensitive topics, such as child and forced labour, PDNA may become politicised.

- Disaster-prone countries are likely to undertake more than one PDNA (e.g. Malawi, Fiji, etc.). It would thus be desirable to store PDNA micro-data on a country in a central database so as to have it readily available for future assessments.



ILO involvement in PDNA after Nepal Earthquake 2015

On 25 April and 16 May 2015 Nepal was struck by two major earthquakes, measuring 7.6 and 6.8 magnitude respectively. The earthquakes affected the livelihoods of about 2.3 million households and 5.6 million workers across 31 districts. A total of 94 million work-days and of NPR 17 billion (\$156 Million) of personal income have been lost in 2015-2016.

The PDNA leading to these results was conducted with ideal staffing conditions: Guided by senior officials from UNDP, the World Bank and the ADB and with the technical support of PDNA specialists from the EU, ILO, UNWOMEN and JICA, a PDNA Secretariat was established to assist the Government of Nepal and its international partners in assessing the Earthquakes' impact and to identify recovery needs.

Contrary to the PDNA methodology, the GoN had decided to split the "Employment, Livelihoods and Social Protection" sector into two distinct sectors. The ILO led the Social Protection sector, co-led the Employment and Livelihoods (E&L) sector together with the World Bank as well as the Trade and Industry sector together with the IFC, and participated in an additional seven sectors.

The Nepal experience led to a review of the ELSP PDNA Guidelines (Tool 3.8.1) in which one can also find a basic outline of an ELSP report.

Source: FSDR



ILO involvement in PDNA after Tropical Cyclone PAM in Vanuatu in 2015

On March 13, 2015, Tropical Cyclone Pam struck Vanuatu as an extremely destructive Category 5 Cyclone. The ELSP assessment found that the disaster affected directly and indirectly the livelihoods of about 40,800 households or 195,000 people that live across the four affected provinces. A total of 504,050 work-days and of VT 1.6 billion (\$14,2 Million) of personal income have been lost.

ILO's early presence in Vanuatu was essential to ensure that it could claim its given role and responsibilities as per official PDNA protocol with regard to other international actors. ILO was also able to set up a PDNA team at the Department of Labour (DOL) under the leadership of the Commissioner of Labour (COL), establish contact with the Vanuatu Chamber of Commerce and Industry (VCCI) and the Vanuatu Trade Union Council (VTCU) to ensure strong involvement of the ILO's constituents.

ILO's mandate to conduct the ELSP assessment was complicated by delayed essential data collection. As a consequence, the ELSP team decided to collect complementary primary data in Port Vila: a rapid survey with tourist establishments to record employment loss in the formal economy, a rapid survey with the Port Vila Efate Landtransport Association (PVELTA) to analyse the disaster's impact on mini-bus and taxi drivers, and with the microfinance provider the Vanuatu Women Development Scheme (VANWODS) to analyse the disaster's impact on female micro-entrepreneurs (i.e. the *mamas*), both within the informal economy.

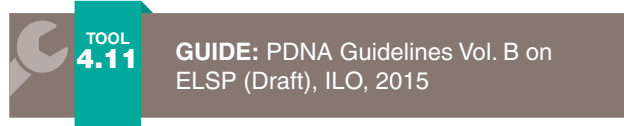
On successful conclusion of the ELSP assessment, the COL called a meeting of the Tripartite Labour Administrative Council (TLAC) at which it was decided to organize a PDNA workshop for constituents. The training was delivered on 21 April to 17 participants from the VCCI, VCTU, Vanuatu National Statistical Office, Vanuatu National Provident Fund and the Disaster National Disaster Management Office.

Source: FSDR

TOOL 4.9

GUIDE: PDNA Guidelines Vol. A, GFDRR undg and EC, 2013





4.3 Existing partners for Employment and Decent work assessments

Since 2005 the ILO has developed several partnerships that it can leverage to ensure ILO involvement in post-crisis assessments and inter-agency synergy. As the following examples show, the ILO brings to each partnership its proven experience in assessing socio-economic issues, income generation, social protection and livelihood issues and opportunities, focusing on non-agricultural livelihoods.

ILO/FAO

As co-leads of the early recovery core area on livelihoods and economic recovery, the ILO and FAO often coordinate their assessments. To assist with this coordination, the ILO and FAO have developed the Livelihoods Assessment Toolkit, described in Section 3.4 below.



ILO/FAO Collaboration in Liberia

The restoration of Liberia's agricultural sector is considered vital to economic recovery following the civil war. The sector employs 70 per cent of the total labour force, and provides enormous potential for contributing to food security, creating employment and reducing poverty. Thus within an overall employment strategy for decent work in Liberia formulated by the government with assistance from the ILO, FAO, in partnership with the ILO and the Ministry of Agriculture, conducted a study for the short term (6-24 months) to identify the required technology and technical skills together with other measures to revive production and jobs in agriculture, particularly in the rubber plantations, and in crop production (rice and cassava), horticulture and livestock.

Data collected for the study involved both primary and secondary data, including:

- a participatory information gathering exercise with farmers to collect information facilitating a characterisation of the crops on the basis of labour-intensity and efficiency of investment;
- consultations with agricultural, economic and labour researchers, professionals, university faculty and institutions as well as with relevant government authorities;
- a literature review.

To catalogue the principal crops of major significance in the country, participatory rural appraisal techniques, neighbouring country experience and previous literature were utilised with the prioritised crops and livestock (shortlisted crops/livestock) based on several listed criteria. For measuring investment efficiency, the analysis included estimates of the costs and benefits of investment in the agricultural activities using the crop/livestock budget approach.

ILO/WFP

The World Food Programme (WFP) usually undertakes a Vulnerability Assessment and Mapping (VAM) exercise in areas affected by food security crises. The VAM provides important indications on the most vulnerable groups of people and can be used by the ILO to define priorities.

In one example of partnership, in response to the tsunami that struck Sri Lanka in 2004 the ILO and WFP conducted a household survey covering more than 5,000 households in over 40 affected districts, as part of the Needs Assessment Survey for Income Recovery (NASIR I-III).

ILO/UNHCR

The ILO-UNHCR Partnership for Socio-economic Reintegration includes cooperation on assessments. For UNHCR the ILO has assessed the socio-economic situation of displaced and hosting communities, as well as identifying opportunities for employment, labour-intensive infrastructure and income generating activities. See for example the cases of Chad and Afghanistan below.

ILO/UNDP

Within the framework of the Early Recovery Cluster, the ILO collaborates closely with UNDP in post-crisis assessments. See for example the case of Pakistan below.



Country examples of ILO/UNHCR collaboration on assessments (1)

Chad, January-April 2006: in Southern Chad, UNHCR was providing assistance and protection for 35,000 refugees from Central Africa. An ILO expert assisted the UNHCR offices in the two districts of Gore and Danamadji in assessing the socio-economic opportunities of the host communities. In particular, the expert evaluated existing and potential agricultural activities to explore the potential for self-subsistence and development. The Government gave the refugees unlimited access to agricultural land on the condition that they make good use of it, and 80-90% of refugees expressed interest in farming.

In order to meet the objective of integration and self-reliance of the refugees, the ILO expert analysed the approaches currently undertaken by UNHCR and its partners. He recommended consolidating the performance of two local partners: African Concern in Yaroungou and Africare in Amboko and Gondje. This approach resulted in the promotion of crop production and the design of a livestock production programme that was implemented through a specific credit scheme. The ILO expert recommended creating a micro-credit component for peripheral income-generating activities. The ILO intervention emphasised the need to make the refugees agents of development, instead of being only passive beneficiaries of humanitarian assistance.

Afghanistan, 2013: Over 5.7 million Afghan refugees have returned to Afghanistan since 2002, following more than three decades of war and political upheaval. As this figure accounts for approximately 25 per cent of the country's population, the sustainable reintegration of those who have already returned - as well as of those who will return in the coming years - is crucial to the overall stability and development of Afghanistan. As part of the Solutions Strategy for Afghan Refugees (SSAR), UNHCR is taking part in the development of a joint Voluntary Return and Reintegration Programme for Afghan returnees led by the Afghan Ministry of Refugees and Repatriation (MoRR), assisted by several United Nations agencies. Livelihood is an important element of the holistic reintegration strategy conceived in the SSAR. In response to a request from UNHCR, the ILO undertook the assessment of livelihood opportunities of 22 reintegration sites throughout the country.

Source: Assessment of livelihood opportunities for returnees/internally displaced persons and host communities in Afghanistan, in: http://www.ilo.org/wcmsp5/groups/public/---asia/---ro-bangkok/---ilo-islamabad/documents/publication/wcms_213661.pdf



ILO/UNDP collaboration in the aftermath of 2005 earthquake in Pakistan

An initial ILO assessment conducted in the days following the South Asian earthquake on 8 October, 2005, indicated that it caused widespread destruction of most infrastructure and shops in the affected towns in the region – including the North West Frontier Province (NWFP) and Pakistan-administered Kashmir, with heavy loss of livestock and a requirement for agricultural implements for income-generation in the rural areas. The assessment found that residents of the badly-affected parts of Pakistan would require “substantial support to rebuild their income-generating prospects.” Compounding the devastation was the fact that the areas affected were among the poorest in Pakistan.

The ILO joined the UNCT and particularly the UNDP within the Early Recovery Cluster (the first experience ever of such a coordination framework). An ILO specialist was immediately integrated in the emergency task-force created by UNDP to develop the following tasks:

- Designing the first proposals for the FA
- Participating in the common assessment and providing information on livelihood losses through a specialised assessment of labour market indicators
- Designing the work-plan for the immediate launching of early recovery activities
- Actively participating in the UN Cluster process, with a lead role in the Livelihood and Economic Recovery core area

This allowed ILO to mainstream employment and Decent Work concerns from the beginning of the disaster response and to establish ILO’s presence and visibility in all the UNCT coordination activities, including the UN Early Recovery Framework.

In addition, in post-conflict settings the ILO and UNDP can collaborate in identifying employment opportunities for special groups. See for example the case of Liberia below.

**TOOL
4.15**

REPORT: Employment Opportunities and Working Conditions of Rural and Peri-Urban Youth in Liberia, ILO/UNDP, 2006



ILO/UNDP Assessment: Employment Opportunities and Working Conditions of Rural and Peri-Urban Youth in Liberia

In 2007 the ILO and UNDP conducted a joint assessment on the employment opportunities and working conditions of rural and peri-urban youth in Liberia and recommended specific areas of intervention to improve employment prospects in the short and long terms. Young people are crucial actors in Liberia’s transition from war to peace, and creating an enabling environment for youth is at the core of the recovery challenges.

After briefings in Monrovia with government ministries and international and national NGOs, the assessment team visited six districts in Maryland, Lofa and Nimba counties. The districts were selected according to a number of factors including their vicinity to international borders, level of economic recovery, and potential for entrepreneurship and economic activities as cross-border trading areas. Extensive consultations were held at the grassroots level, including qualitative interviews with individuals and focus groups. The team undertaking this study gained insight into the way in which young people experience and perceive employment opportunities, the challenges and constraints they face, and the dreams and aspirations they have.

ILO/World Bank Partnership

The ILO participates in World Bank Joint Damage and Needs Assessment (JDNA) missions as

part of the livelihoods team. See for example the cases of Bosnia and Herzegovina and Bangladesh below.



ILO participation in World Bank Joint Damage and Needs Assessment in Bangladesh

Nearly two months after Cyclone Sidr struck Bangladesh, following previous assessments on livelihood losses and economic recovery ILO was requested by the World Bank to participate in the Joint Damage and Needs Assessment (JDNA), funded by the World Bank's Global Facility for Disaster Reduction and Recovery (GFDRR)*. The purpose of the assessment mission was to gather sector-wide government estimates of damage and losses from Cyclone Sidr. The livelihoods team, which included experts from the ILO, UN and the World Bank, met with local government representatives, Deputy Commissioners, District Disaster Management Committees, and the affected communities of the respective districts. The team specifically set out to validate government figures of damage and loss. The ILO's estimates on employment and income loss were successfully integrated into the World-Bank-led assessment.

The livelihoods sector was especially challenging due to the lack of baseline data at local level. The World Bank assessment made use of ILO's analysis based on a population census and labour force survey, updated to 2007 (baseline), and estimated the impact of the cyclone on employment and the cost of the losses.

*The GFDRR is introduced in Chapter 3 of this toolkit.

4.4 Other tools for conducting employment and Decent Work assessments

ILO Crisis Response Needs Assessment Manual

The ILO Crisis Response Rapid Needs Assessment Manual (RAM) provides information on how to organise an ILO rapid post-crisis assessment. Since the RAM was developed prior to the 2001 humanitarian reform process, it should be used with the newer inter-agency assessment methods such as the PCNA, PDNA and the ILO/FAO Livelihood Assessment Toolkit (LAT).

The RAM provides guidance on developing specific sectoral crisis assessments for ILO programme planning in areas such as social protection, social dialogue, micro-finance, local economic development, and employment-intensive programmes. The manual also provides

guidelines for assessing vulnerable groups of concern to the ILO such as ex-combatants, children affected by the armed forces and related groups, female-headed households, refugees, IDPs and recent returnees.

Tips for writing and formatting crisis assessment reports and recommendations can be found in Part 4 of the RAM. Part 4 also includes a table of crisis-related needs and potential ILO response activities.



TOOL
4.16

MANUAL: Crisis Response Rapid Assessment Manual (RAM), ILO, 2001

ILO/FAO Livelihood Assessment Toolkit

To improve understanding of the impact of disasters on livelihoods, FAO and ILO have developed the Livelihood Assessment Toolkit (LAT). The LAT is used primarily for sudden-onset natural disasters and is designed to fit within the broader PDNA framework.

The LAT has three main technical components. They are described below:

Livelihood Baseline Assessment (pre-disaster): the Livelihood Baseline Assessment collects data and information on income-generation activities, household structures, poverty, wages, employment, and livelihoods. Baseline information should be kept up-to-date on the areas and populations most vulnerable to crises. This step forms part of national disaster preparedness. Pre-disaster livelihoods baseline assessments can provide background information for FAs, early recovery donor conferences and livelihoods programmes. They can also be used as a basis for estimating the impact on livelihoods for the FA if a more immediate in-depth livelihoods assessment is not possible.

Immediate Livelihood Impact Appraisal (ILIA): the ILIA is a type of quick impact assessment undertaken ideally within the first seven days after the onset of a crisis in order to rapidly determine the likely impact on employment, income generation and livelihoods. Owing to the time pressure and limited access to affected areas, the ILIA is sometimes conducted as a desk-based exercise. Where field visits are not possible, the ILIA draws on the pre-disaster baseline assessment information and on damage reports from other sources. If

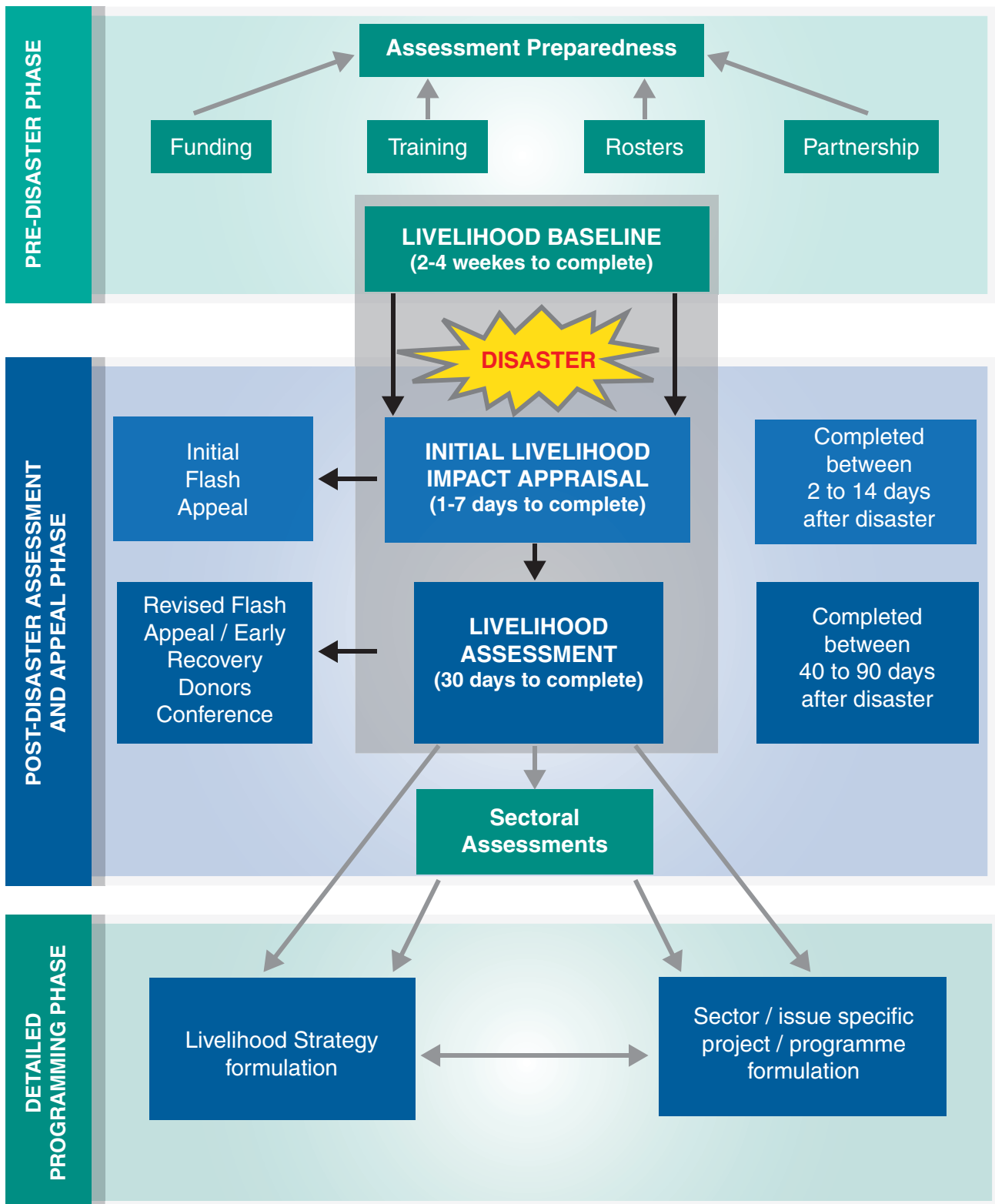
field visits are possible, the ILO integrates all new information with the pre-existing baseline information and other available disaster situation reports. ILO uses the findings from the ILIA to advocate with policy-makers for livelihood recovery and to begin mobilising resources with donors. Thus the timing of the ILIA is critical, as the ILIA is essential to incorporating employment and livelihood issues in the first FA, which is prepared by UN OCHA at the earliest opportunity in post-disaster settings (usually within 7-10 days of the disaster).

Detailed Livelihood Assessment: the Detailed Livelihoods Assessment (DLA) is conducted within the first ninety days of a disaster and provides a thorough assessment of the impact of the crisis on the sector(s) of concern to the ILO. These more detailed assessments use rapid appraisal methodologies to identify opportunities and capacities for recovery at the household, community and local economic levels. The aim of these assessments is to provide information of sufficient quantity and quality to allow credible project proposals to be written in time for the revised FA or donor conference, which can take place as early as six-to-eight weeks after the onset of a crisis. Because of the short timeframe, there will be trade-offs between the need to conduct a rigorous assessment process and the need to provide assessment results rapidly (in time for funding appeals and programming processes).



As illustrated in figure 3.1 overleaf, each assessment component is linked to and supports the next (source LAT).

FIGURE 3.1 LAT links with crisis phases, recovery and funding strategies



The baseline sets the pre-disaster context and defines questions for the post-disaster ILIA and DLA. The ILIA provides a more general picture, which is then refined and developed by the

DLA. Finally the DLA results can be compared to the baseline to assess progress. Eventually the DLA results will become the new baseline.



ILO livelihoods assessment in the aftermath of Cyclone Sidr in Bangladesh

The ILO, in cooperation with the Ministry of Labour and Employment (MLE) carried out a rapid impact assessment of the Cyclone Sidr on livelihoods and employment in the affected areas, with a view to identifying livelihood recovery needs, following the methodological guidelines jointly developed by ILO and FAO and contained in the “Rapid Livelihood Assessment Toolkit”. While a separate simultaneous FAO mission assessed the impact on agriculture, ILO’s assessment focused primarily on non-agricultural activities.

The MLE-ILO assessment was carried out in December 2007, approximately one month after the disaster. By the time the assessment took place, relief operations were well under way, and some recovery had already commenced. The assessment was concerned with requirements for early recovery as they existed in late December 2007. The four most affected districts were selected for the assessment, namely Barguna, Bagerhat, Patuakhali and Pirojpur. These four districts account for 88% of all deaths and 88% of all livestock losses caused by the cyclone. Three additional districts (Gopalgany, Madaripur and Shariatpur) were visited in January 2008 when the ILO mission joined the World Bank DNA team.

Each assessment is specifically tailored to key funding and programming mechanisms. The ILIA builds on the baseline to correspond to the FA. The DLA builds on the baseline and the ILIA with a view to a revised FA or an early recovery donor conference. The DLA can also inform government livelihood recovery strategies and agency-specific projects and programmes.

The nature, methodology and scope of ILO’s involvement in each LAT element depend on the context. If strong country and local capacity already exists, the ILO may provide only technical assistance. If capacity is weak, the ILO may deploy a team to lead an ILO assessment exercise. ILO always involves local and national authorities as far as possible to

build up capacity and enhance ownership of the results.

One activity that ILO can support in a pre-crisis phase is building of national capacity through training and technical assistance to governments and other partners on the use of the ILO/FAO Livelihoods Assessment Toolkit (LAT).

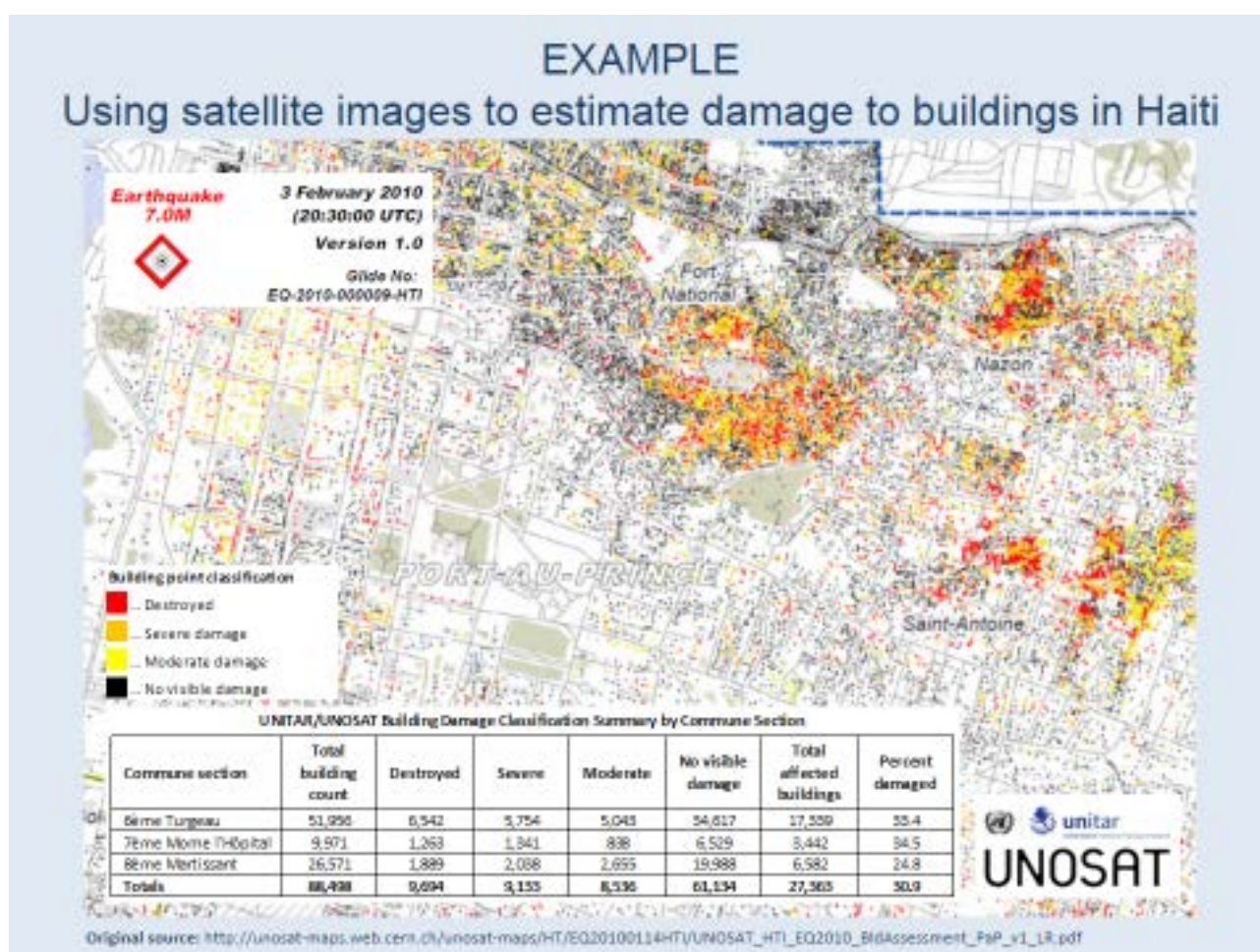
UNOSAT maps and satellite imagery

UNOSAT is the UN Institute for Training and Research (UNITAR) Operational Satellite Applications Programme, implemented in co-operation with the UNOPS and the European Organisation of High Energy Physics (CERN). Among its many services UNOSAT provides:

- Map production including information extraction & analysis
- Satellite imagery search and procurement assistance

These services can provide significant value to the ILO’s post-disaster labour market analysis and livelihood impact assessment exercises. These maps and satellite images are powerful tools for developing pre-disaster livelihood recovery plans.

Initial discussions between UNOSAT and ILO have confirmed the interest of UNOSAT in working with ILO to develop a map toolkit and offer a technical services package for enhancing livelihood recovery. UNOSAT would define a standard set of Geographical Information System (GIS) maps that would provide geo-referenced representation of labour market figures and socio-economic variables related to recovery. The GIS representation would greatly complement the statistical and qualitative information gathered through the ILO assessment work.



4.5 Gender in crisis assessments

Gender is one of four cross-cutting issues that the IASC humanitarian clusters are expected to incorporate into their crisis assessments and response. If gender is not considered in the crisis assessment and response, it can have serious implications for the affected population.

Conflict and disaster affect women, girls, boys and men differently, and each group has different coping strategies. Successful programming depends on an understanding of the differing roles, capacities and constraints of women, girls, boys and men, and the power relations between them. Their different needs and capabilities must be understood in order to ensure that all groups have access to services and information, and can participate in the planning and implementation of relief programmes.

A gender assessment considers how a crisis impacts women, men, girls and boys differently and leads to targeted interventions for each group. Such an analysis also considers the impacts of a crisis on different age groups, such as the elderly, infants and children, and on persons with special incapacities.

The PDNA toolkit suggests the following ways of incorporating gender in a post-crisis needs assessment:

- The assessment team should:
 - have a Gender Specialist, preferably from the affected country, as a member;
 - be comprised of trained representatives from the UN, regional organisations, government, international and national NGOs and local authorities; participating

- NGOs must have demonstrated experience working with, and for, women and girls;
 - be comprised of both women and men;
 - be comprised of individuals with knowledge of the affected area and population.
- Both women and men from the affected population should be consulted.
- Women and men should be consulted both together and in sex-segregated groups. Priority should be given to consulting with women and men separately if there are constraints on the number of consultations that can be conducted.
- Social and national institutions working on women's, gender, and youth issues should be consulted.
- International NGOs and local NGOs with demonstrated experience working with and for women and girls should be consulted.
- International NGOs and local NGOs with demonstrated experience working with and for youth should be consulted.
- Quantitative and qualitative demographic and sectoral pre-disaster sex- and age-disaggregated data should be compiled, analysed, and used to inform recovery planning. Where such data is unavailable, consultations should be held with social and national institutions working on women's, gender, and youth issues, and with academics.
- Quantitative and qualitative sex- and age-disaggregated data gathered during the humanitarian phase should be fed into the PDNA analysis in order to better inform recovery planning.
- At least one member of the PDNA team – a Gender Specialist - will have the knowledge and capability to conduct a gender-aware analysis of the pre- and post-disaster data and use it, as appropriate, to inform recovery planning.


**TOOL
4.18**

GUIDE: PDNA Guidelines Vol. A, GFDRR et. al, 2013

CHAPTER 5 DECENT WORK IN SITUATIONS OF FRAGILITY, CONFLICT AND DISASTER

This chapter proposes a portfolio of programming strategies, actions and initiatives for ILO involvement in situations of fragility, conflict and disaster, coupling upstream approaches for policy and institutional support with downstream projects and initiatives to promote Decent Work. This chapter concludes with information and references on targeted interventions for specific groups.

“For us, employment is synonymous with Peace!”

*HE Ellen Johnson-Sirleaf
addressing the 95th ILC in 2006*

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5.1 How can the ILO gain early leverage?

The experience of recent years shows that the ILO can gain substantial strategic leverage by using the following entry points in fragile, conflict- and disaster-affected settings:

- **Rapid generation and dissemination of labour-related basic data on impact** of a crisis on employment, livelihoods, FPRW and social protection, as in the case of South Asia's earthquake and tsunami. This rapid action provides an early and credible opportunity to place the emphasis of recovery on the social and livelihoods dimensions of the crisis (see Chapter 4).
- **Launching of Technical Cooperation demonstration projects** to build credibility and lead to the up-scaling and replication of methods reflecting ILO concerns for long-term programmes versus short-term projects
- **Advocacy for local and national procurement within the aid economy** to enhance ownership and direct economic benefits locally and nationally by improving accessibility of tendering procedures for local enterprises, as in the case of El Salvador; this can affect the overall focus given to job creation and employment-intensive methods and approaches by actors involved in the reconstruction effort
- **Framing policy and influencing the process** can lead to increased awareness of the Decent Work dimensions and strategies for crisis response and beyond.
- **Combining technical cooperation and policy framing**, as in the case of South Asia's earthquake and tsunami, where ILO's demonstration projects in employment services, enterprise development, child labour and skills training facilitated ILO's involvement in the development of the Aceh reconstruction master plan.

Promoting Local procurement through more conducive tender procedures in post-earthquake El Salvador 2001

In the aftermath of the 2001 earthquake in Usulután (El Salvador), the ILO conducted an analysis of the Ley de Contrataciones del Estado (public procurement law), identifying the articles more relevant to the purposes of the reconstruction programmes. The main concern was to verify if such articles encourage local procurement of goods and services, and the adoption of employment-intensive methodologies in the construction sector. On the basis of the analysis the ILO proposed a set of recommendations aimed at increasing the chances of success of those bids that plan an intensive use of local labour.

ILO argued that the common rule of assigning tenders to the lowest-cost bidders can be of detriment to local firms, which are generally less able to compete on such terms with bigger national or international enterprises. Their lack of efficiency, in the strict financial sense, is however compensated for by a higher social value generated by employing local labour. In the reconstruction phase following a crisis, employment creation for the affected population should be prioritized with respect to financial criteria, as this prompts self-reliance of communities and local economies. Moreover, capital-intensive works may generate negative impacts on the environment, in contrast with labour-intensive works.

Source: Proyecto de impacto rápido en el empleo en el Departamento de Usulután, OIT, 2002.

- Supporting the policy “shaping” process. The recovery policy advice process can occur very early. ILO can help tripartite constituents provide inputs to the Poverty Reduction Strategy Paper (PRSP) and United Nations Development Assistance Framework (UNDAF) so that Decent Work becomes a central concern in these frameworks. Decent Work is introduced as a way of beginning to prepare the ground for sustainable ILO involvement. Consider embedding ILO knowledge in institutions, multiple donors and agencies and NGOs to assist in developing long-term policy.

TOOL 5.1

REPORT: Lessons learned and good practices from the ILO Aceh programme, 2006



Combining upstream with downstream approaches in Liberia

Shortly after her election, Liberian President HE Ellen Johnson-Sirleaf addressed the ILC in 2006, calling for robust ILO assistance in revitalizing employment in her country. Ensuing technical round tables and Liberian stakeholder mini-workshops identified quick and massive job creation as a critical priority for ensuring human security, social progress and economic growth.

Within six weeks of the President's call, the Government of Liberia, with ILO technical assistance, formulated the Liberia Employment Emergency Programme and Liberia Employment Action Programme (LEEP/LEAP), a decent work employment strategy administered by the Liberian government. The LEEP/LEAP provides a vision for immediate employment creation, while at the same time laying the foundation for a longer-term sustainable employment strategy. One key initiative brings together a large number of programmes, essentially from the WB, EU and UNDP, all creating emergency jobs through labour-based works. The challenge was to transform this stage into one where policies and programmes are steered towards an approach that promotes labour-based methods. The ILO supported the Government in designing a 70 million US dollars National Public Works Programme for 3 years.

Source: Employment Strategy for Decent Work in Liberia: Liberia Emergency Employment Programme (LEEP) and Liberia employment Action Programme (LEAP), prepared with ILO assistance, 2006.

TOOL
5.2

STRATEGY DOCUMENT: Employment Strategy for Decent Work in Liberia – Liberia Emergency Employment Programme (LEEP) and Liberia Employment Action Programme (LEAP), 2006

TOOL
5.3

TOOLKIT: Mainstreaming Employment and Decent Work, and its Country level application, 2008

5.2 Frameworks to guide ILO's response in fragile, conflict and disaster situations

Three programming tracks: the UN Policy for Post-Conflict Employment Creation, Income Generation and Reintegration

The United Nations Policy for Post-Conflict Employment Creation, Income Generation and Reintegration sets out a common policy framework for scaling up and coordinating employment creation and reintegration efforts by the UN, IFIs and the broader international community. It proposes a comprehensive set of policy initiatives, guiding principles and programming guidelines to support upstream and downstream interventions at the country level in post-conflict settings. Specific attention is given to the needs and capacities of conflict-

affected groups, with particular focus on unemployed people. Many of these interventions are among the generic crisis response options described in sections 5.3 and 5.4 of this guide. An accompanying operational guidance note (Tool 1.11 mentioned below) sets out the implementation and institutional arrangements among the different United Nations bodies in this field.

As illustrated below, the UN Policy for Post-Conflict Employment Creation, Income Generation and Reintegration outlines three different yet complementary and concurrent "tracks". Programme activities in the three tracks should be interlinked and all should have an early start-up, preceded by pre-peaceaccord planning. However, although programmes in all

three tracks will start at the same time and will be observed at every phase of the recovery, their intensity and duration will vary in response to the local situation.

Each track aims at a different peacebuilding priority and target group. Tracks A and B are geared to immediate efforts aiming at “stabilization” and “reintegration” activities, respectively, while Track “C” is directed to more sustainable upstream (transition) efforts. Note that for Tracks B and C sustainable employment and decent work opportunities tend to develop later in the recovery phase and continue as part of a normal and uninterrupted development process. Track C activities generally require a longer lead-in time before results are visible, since redeveloping and building national systems is a major procedure and it takes time.

Track A activities aim at stabilising income generation and emergency employment and at consolidating security in the immediate post-conflict context, and also serve as entry points to initiate longer-term economic, livelihood and social recovery. These initiatives often target specific crisis-affected groups. The emphasis is on short-term responses, often of a temporary nature, that provide concrete benefits to targeted ex-combatants, youth, refugee returnees, IDPs and others at high risk of exploitation or abuse, particularly women and children. Programmes in this track include emergency temporary jobs, such as cash or food for work in infrastructure reconstruction works; emergency employment

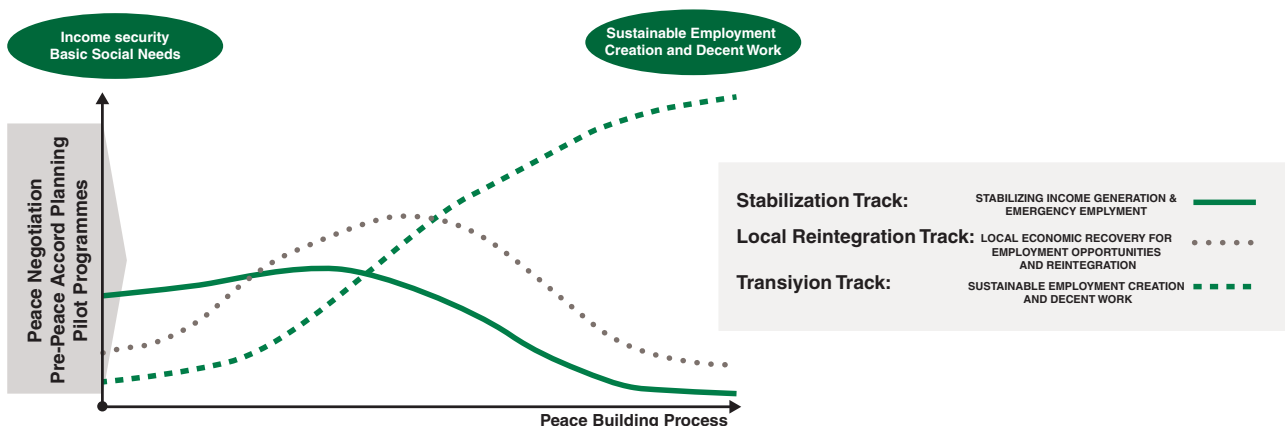
services or cash grants²³ to support livelihood recovery and basic social protection services; and preservation and provision of physical and financial assets for self-employment and cooperatives.

Track B programming includes addressing economic recovery for employment opportunities and reintegration. These activities target the local community level, where reintegration and recovery ultimately take place. These efforts can help tackle root causes of conflict [and can thus address factors which make populations vulnerable to disasters in the first place such as absence of training opportunities, access to finance, lack of local participation in the local economic environment etc.] and facilitate longer-term reconciliation [and recovery]. The scope of participating economic actors is broader than in Track A activities, and capacity and institution development are central objectives.

Track B programmes include community-driven development, local economic recovery and capacity development of local governments and local institutions, providers of business services and other associations while income support may continue for those who still have problems starting a new productive activity.

²³ It has to be considered that start-up grants (or any kind of grant) might undermine the local financial sector creating chronic dependency on aid funds. This effect might be mitigated through the embedded approach, whereas programmes are implemented within the recipient country's administration.

FIGURE 4.1 One Programme on Three Concurrent Tracks



Track C programmes target national level institutions, and focus on sustainable employment creation and decent work through policy development and institutional capacity development. Track C activities also include facilitation of social dialogue and consensus-building in creating a framework for stating “the rules of the game”. The ultimate goal of Track C is to promote long-term development that sustains “productive employment and Decent Work”, respects fundamental human rights, promotes gender equality, and addresses the rights of marginalised groups. Key Track C programmes include:

- support for macroeconomic and fiscal policies, the labour market, labour law, investment policies and vocational training, cooperatives, SME development, and sectoral policies with a focus on youth and other vulnerable groups;
- support for financial sector and business development services; and
- promotion of labour-related institutions (e.g. public employment services) that enhance employability, social protection and other aspects of labour administration.

These programmes should be supported and vetted through social dialogue between tripartite constituents (government, employers and workers) and other relevant stakeholders, to promote consensus on labour market policy as well as legal and institutional reforms.

While most interventions in this track are longer-term in nature, it is important that Track C activities start immediately after the crisis to ensure an adequate and sustainable post-conflict response.

TOOL
1.10

UN POLICY: UN Post-Conflict Employment and Reintegration Policy, 2009

TOOL
1.11

GUIDANCE NOTE: UN System-wide Operational Guidance Note for Post-Conflict Employment Creation, Income Generation and Reintegration, 2009

Guidance for disaster environments

While the UN system has not yet developed a common framework for employment and income generation in post-disaster situations similar to that developed for post-conflict environments, the PDNA provides guidance for planning a holistic recovery that tackles immediate reconstruction needs integrating DRR measures and build-back-better (BBB) mechanisms. In this guide’s Chapter 1, the Sendai Framework for Disaster Risk Reduction is introduced. The ILO, together with other UN agencies and international organizations, has supported the development of the Sendai framework by contributing its expertise on disaster risk reduction with specific relation to employment and Decent Work. ILO has much experience in responding to mega-disasters such as the Indian Ocean Tsunami in 2004 and more recent disasters such as the Haiyan typhoon in the Philippines; some of the lessons learned and best practices provided by these experiences are incorporated into this guide.



Typhoon Haiyan Response: building back better

In November 2013 Typhoon Haiyan tore through parts of the Philippines, killing thousands of people. It was one of the strongest cyclones ever recorded. The people in the islands of Cebu, Coron, Leyte, Samar and Panay suffered serious economic losses in addition to the devastating loss of life. At least 14.2 million were affected, including 5.9 million workers whose livelihoods were destroyed or severely disrupted by the country's worst-ever natural disaster.

As early as December 2013, the ILO had begun to work with the Philippine Department of Labour and Employment (DOLE) to put emergency employment programmes in place in the areas hit hardest. These programmes created temporary jobs for victims of the super typhoon, providing much-needed immediate income and guaranteed minimum wage, as well as securing social protection and safety and health coverage to the thousands of workers affected. They also ensured better long term opportunities and enhanced resilience to future storms.

After the storm the ILO worked with local communities to build back "better and greener" using interlocking compressed earth blocks (ICEB) made of a mix of lime soil, cement and water. ICEB is better because lime soil makes denser and stronger blocks than concrete; it ensures that the newly-built housing has a resistance level that exceeds the UN standard for shelter reconstruction after natural disasters. It is greener because people don't have to resort to the old practice of stripping sand from the island's beautiful beaches to make blocks, and thereby helps to preserve a valuable natural resource.

Source: ILO: How Philippines recovered from disaster through decent work, in: http://www.ilo.org/global/about-the-ilo/newsroom/features/WCMS_427012/lang-en/index.htm

And the ILO Country brief on DOLE's Integrated Livelihood and Emergency Employment programme. Philippines, available at <http://www.social-protection.org/gimi/gess/RessourcePDF.action?ressource.ressourceId=51497>

TOOL
2.7

TOOLKIT: ILO approach in post-Haiyan recovery, ILO Country office for the Philippines, 2015

TOOL
1.8

FACTSHEET: Sendai Framework Chart, 2015

5.3 Options for ILO programmes, projects and initiatives

ILO's responses will need to integrate upstream and downstream activities. In immediate post-crisis environments, governments and the affected populations are primarily concerned with tangible results which address acute humanitarian needs. Thus at least initially the ILO will need to focus its efforts on downstream rapid-impact projects which generate jobs and income and mainstream Decent Work. These efforts give ILO visibility and can be used to demonstrate and further advocate for Decent Work standards. Moreover, such downstream efforts position the ILO from day one to work with governments, other UN agencies and other partners on the upstream initiatives, for example in: i) drafting employment recovery strategies,

ii) enhancing their capacities to address labour-related issues, and iii) mainstreaming the Decent Work agenda into recovery and transition planning. In this endeavour ILO constituents play a key role. ILO can leverage its network of employers' and workers' organizations to collect information on the labour market and governance structure and may in turn be able to provide precious technical support to increase their resilience.

The table below lists some of the ILO options for upstream and downstream responses and their relevance in both conflict and disaster settings. Details of each option or technical inputs are presented in Sections 5.4 and 5.5

TABLE 4.1 Summary of ILO Crisis Response Activities (Upstream)

CRISIS RESPONSE ACTIVITY	CONFLICT	DISASTER
Upstream		
National / sectoral Labour and Employment policy for recovery and development	Supporting the Government to ensure that all initiatives aiming at fragility mitigation and post-crisis recovery are aiming at the creation of more, better and sustainable jobs.	Relevance according to the situation pre- or post-disaster. Pre-disaster planning policy aiming at DRR minimizes disaster impact on employment
Private sector development	Supporting the Government in creating an SME-conducive environment, including enhanced access to finance for MSMEs, and promotion of business linkages between incoming investing multinational enterprises and national enterprises (through local content requirements), and of the transfer of knowledge/skills to local labour.	Relevance according to needs linked to the situation prior to the disaster. Pre-disaster planning policy minimizing impact of employment.
Social dialogue, labour standards and labour administration	Supporting the Government in promoting social dialogue for reconciliation, social cohesion, gender equality, reviewing labour laws and regulations, training for law enforcement, training on reporting on the application of ILS, strengthening labour inspection	Relevance according to needs linked to the situation prior to the disaster.
Social protection/ social security including but not limited to social assistance/ cash and food transfers/ public employment programmes, temporary ad hoc emergency programmes and safety nets/ social insurance	<p>Feasibility in the short, medium and long terms. In the short term, cash or food transfers can alleviate basic and immediate human needs. In particular in terms of access to health care, supply side initiatives should be complemented with initiatives addressing the demand side (who will pay, from what source, etc.).</p> <p>An important role to play in facilitating the transition from aid-funded temporary measures to more sustainable, nationally- owned and longer-term programmes and initiatives.</p>	<p>Relevance according to needs linked to both the situation prior to the disaster as well as new needs arising during or after the disaster.</p> <p>Strengthening social protection systems and establishing social protection floors should be an integral part of preventive measures that are being developed and established.</p>
Social protection / social insurance	Feasible if one can build on institutions existing in the fragile setting or prior to the conflict (for post-conflict situations), focusing on strengthening institutional capacity.	Relevance according to needs linked to the situation prior to the disaster. Relevance for establishing social security measures for disabled and preventive measures for the most vulnerable in crisis-prone countries.
Occupational Safety and Health	Supporting Government in ensuring that employers' and workers' occupational safety and health rights, duties and responsibilities are complied with and are reflected in legislation.	Relevance according to needs linked to the situation prior to the disaster. Important to ensure OSH of healthcare and relief workers. Mainstream OSH in disaster-prone countries' preparedness.
Public – private dialogues and partnerships	Engaging with the private sector on national DW priorities by promoting better alignment of corporate initiatives with public policies in line with the principles of the ILO MNE Declaration is important to ensure coherence and achieve significant results.	
Policies and measures for VT and Skills development	Reviewing training curricula, reforming the VT system to adjust supply to demand. Assessing VT provider capacities and qualifications. Ensuring that investors, including from aid economy, use local labour and provide VT.	<p>In disaster prone countries, reviewing training curricula, reforming the VT system to adjust supply to demand. Assessing VT provider capacities and qualifications.</p> <p>In post-disaster phase ensuring investors use local labour and provide VT.</p>

Labour-related institutions	In fragile situations strengthening capacities of PES. In post-conflict establishing EPES and BDS and building local authorities' capacity to provide quality services and keep running a labour market information system for aligning skills training to labour market demand.	Significant for strengthening responsiveness of labour market institutions.
DW embedded in reconstruction strategies and policies of countries and international aid community	Very relevant both to reduce fragility and post-conflict recovery and reconstruction.	Very relevant, especially in post-disaster recovery and reconstruction.
Pre-disaster recovery planning	NA	Very relevant in hot-spot countries, disaster-prone countries, for all thematic areas mentioned above.

TABLE 4.2 Summary of ILO Crisis Response Activities (Downstream)

CRISIS RESPONSE ACTIVITY	CONFLICT	DISASTER
Downstream		
Creating temporary jobs and injecting cash into affected community		
Emergency employment	In crisis aftermath: focus on debris collection and recycling, rehabilitation and reconstruction works but also on care sector, agricultural related activities etc. with the recommendation of offering basic financial education (goals and prioritization, budgeting, savings).	
Food for work	Same focus as the emergency employment but in food-insecure areas where there is scarce (or no) access to food	
Short Cycle Skills Training	News skills linked to reconstruction are needed. Youth may have missed school and VT, adults may have outdated education and professional experience.	Short-cycle skills training for job seekers to fill demand for new jobs emerging from relief & recovery programmes
Community Contracting	In all humanitarian phases and fragility situations including in the transition and development phases. Community Contracting ensures communities actively participate, develops ownership, can reenergize local community structures and organizations providing income and participating in (re-) construction, recovery and development	In all humanitarian phases and fragility situations including in the transition and development phases, Community Contracting impels support communities to actively provide income and participate in (re)construction, recovery and development. In disaster-prone countries or protection (e.g. through PEP programs) of the environment, for instance by constructing disaster mitigation infrastructure such as drainage, river banks etc.
Social Protection. New or scaled up cash transfer programmes including emergency cash or food programmes	When SP system are not in place or very weak, focus on supporting the government with the planning, design and implementation of various social protection measures including emergency cash and food transfers so as to respond to basic needs in the aftermath of a disaster or crisis and to provide assistance to vulnerable groups in affected districts.	
Building sustainable self-employment and micro- and small-enterprise development		
Access to finance and financial assets preservation	Working both on the demand side (strengthening the financial capabilities of entrepreneurs hence reducing the perceived risk) and on the supply side (by strengthening the financial services providers' management knowledge and their capacity to answer clients' financial needs through financial products diversification). The intensity of the intervention depends on the recovery phase	Might be relevant for supporting MSMEs revival in post-disaster situations and it is relevant in strengthening resilience of MFIs and MSMEs in disaster-prone countries

Business Development services	Might be very relevant in the mid-term of a post-conflict situation once MSMEs are established, and in fragile situations to strengthen weak MSMEs	The process of reviving MSMEs and strengthening them in disaster-prone settings
Entrepreneurial and cooperative development skills	Very relevant starting from transition phase and in fragility situations	The focus is mainly on reviving and improving MSMEs and COOPs
Women's entrepreneurship development	Very relevant in the transition phase as gender inequality increases during conflict and # of Female Headed Households is sometimes likely to be high	Relevant for recovery and strengthening women-headed enterprises to promote gender equality and equal opportunity in pre- and post-disaster settings
Promoting individual and communal economic recovery		
Engaging new investors and multinational enterprises	Through the hiring and skilling of local staff and business linkages with local enterprises, multinational enterprises can contribute to recovery and stability and inclusive growth..	
Emergency public employment services (EPES)	In the short-term in the absence of local institutions they can be ILO-facilitated as a short-term measure. In the transition phase and in fragile situations, management responsibilities should be assumed by local stakeholders and national authorities.	Often very relevant for better organisation of disaster response, for instance by linking the affected population with temporary work and job training programmes. EPES can provide the basis for increasing local capacity to ensure continuation and/or expansion of core services
Vocational/skills training	Especially in the transition phase VT is fundamental to providing training opportunities which were unavailable during conflict. In a fragile context relevant for enhancing employability for job creation.	Disasters may hit the VT capacity that should be recovered as part of the crisis response. In disaster response and disaster mitigation there may be a sudden need for new skills to be provided to the local population
Local Economic Development and Local Economic Recovery	Central to immediate job creation (peace dividends), maximizing local procurement approaches and preliminary stakeholder involvement	LER in Disaster aftermath can be an opportunity to pave the way for LED contributing to DRR.



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5.4 Upstream response for Decent Work recovery, preparedness and resilience building

In fragile and conflict settings

In post-conflict and fragile situations the ILO should become involved in Track C interventions either before fragility deteriorates into conflict or immediately after a peace agreement is signed, so as to contribute to an enabling environment for employment and Decent Work. Since poverty and inequality are part of the root causes of conflict, employment and social protection programmes should be socially inclusive and directly contribute to poverty reduction. Job creation and reintegration programmes targeted at the most vulnerable individuals and communities therefore need to be supported by national systems, institutions and policies that create an environment conducive to long-term sustainable employment growth. Similarly, social protection programmes such as emergency cash and food transfer programmes targeted on the most vulnerable groups of the population need to be progressively scaled up and expanded into nation-wide, sustainable schemes that should remain in place until Decent Work and sustainable employment is available. As far as possible they should target infrastructure, and facilities that support reactivation of sustainable employment and livelihoods, along with anti-erosion conservation projects to improve agricultural land, should be part of a package to restore agriculture incomes. The schemes have to be integrated into the ILO's rights-based framework and should be linked to DWCPs.

This is the approach that distinguishes the ILO's work in this area from that of other organizations. Key options which contribute to creating an enabling environment for Decent Work in fragility, conflict and disaster settings are introduced in the following pages.

Supporting national and sectoral policy-shaping process

In fragile settings, policies provide an overall vision and a concerted and coherent framework for promoting Decent Work and in particular

employment, social protection and sectoral interventions. Policy development processes take at least 3 or 4 years, building on a comprehensive analysis of the country's employment situation and a broad discussion of the available options for creating decent employment, or other criteria for choosing the best from among those options. Policy response is needed to create a conducive environment for job creation in full respect of workers' rights. Major areas of policy development support may be related to:

- Providing access to resources for the unemployed
- Promoting equality at work, including gender equality and non-discrimination
- Eliminating child labour and forced labour
- Creating a policy framework for Decent Work creation and income generation
- Strengthening social dialogue and, if needed, building up tripartite constituents
- Addressing Decent Work considerations in investment promotion strategies
- Improving legislation and institutional reforms that contribute to improved employability
- Introducing or strengthening social protection including social protection floors comprising essential health care and basic income security for all throughout the life cycle (children, working age and elderly) including the poor and informal economy workers, to ensure that basic needs are met and to promote a faster recovery.
- Supporting procurement guidelines that favour labour-intensive public works that employ large numbers of skilled and unskilled workers

- Reducing unnecessary obstacles to “doing business” including streamlining registration and licensing procedures, inspection regimes, and complex or excessive customs, tax and tax administration systems
 - Reducing obstacles to business ownership by women and other socio-economic disadvantaged groups.
 - Integrating labour and employment issues (including job creation, skills development and workers’ rights) in national strategy for the promotion of sustainable business practices (CSR policy and others).
- ILO’s early involvement in the policy-shaping process often involves lobbying for the “Decent Work reflex” through awareness-raising and information-sharing activities. ILO should begin by engaging the tripartite constituents and assisting them by providing inputs in recovery and reconstruction frameworks, Transitional Results Frameworks (TRFs) and eventually PRSPs.
- Examples of policy-shaping support include:
- Preparing subject position papers on topics such as small and medium enterprises (SMEs), child labour and job creation



National Employment Dialogue Afghanistan

The ILO supported the Ministry of Labour and Ministry of Economy in the organization of the National Conference for Sustainable Jobs in Afghanistan on 7 and 8 May 2013. The efforts of the past ten years had not yet begun to address Afghanistan’s growing needs and the transition and therefore reduced international funding was expected to potentially exacerbate an already difficult situation. Out of the working population of over 12 million and a labour force participation of just over 8 million, 7.1 per cent were unemployed whilst 48,2 per cent were underemployed and 77 per cent were in vulnerable employment.

The objective was to support the development process of the National Employment Strategy, a National Labour Policy and capacity-building for both ministries involved.

A National Labour Policy was developed in December 2013 around 4 main pillars which are Decent Work Conditions (Terms of conditions, Occupational health and safety, Social security), Social Dialogue and Collective Bargaining, Effective Labour Administration (Monitoring and enforcing labour regulations, Eliminating the worst forms of child labour, Eradicating bonded labour and managing foreign workers, Settling disputes), Implementation, Monitoring and Evaluation.

In light of the upcoming presidential elections the ILO advised that a Policy Options Paper for an Employment Strategy shall be developed, thereby leaving different options to choose from to the upcoming government of Afghanistan. This Policy Options Paper was developed in March 2014. The ILO also launched a project on Skills Assessment and Certification for Afghanistan.

The project was funded by the World Bank and the UNDP and technically supported by the UNILO.

Source ILO: http://www.ilo.org/asia/whatwedo/projects/WCMS_421099/lang-en/index.htm

TOOL
5.4

REPORT: A Roadmap Toward A National Employment Policy For Sudan, 2014

TOOL
5.7

POLICY REPORT: National Emergency Employment Programme (NEEP) for Afghanistan, 2003

TOOL
5.5

GUIDE: Formulation of National Employment Policies, ILO/Employment, 2012

TOOL
5.8

POLICY DOCUMENT: Employment Policy, Liberian Ministry of Labour with technical assistance by ILO, 2009

TOOL
5.6

WORKING PAPER: Synthesis of Employment policy implementation mechanisms, 2014

TOOL
5.9

GUIDELINES: Enabling Environment for Sustainable Enterprises, ILO, 2014

- Engaging in sessions and debates at macro level
- Developing proposals to support the government in implementing employment-intensive approaches
- Supporting the government in developing an integrated emergency job strategy and in developing other coordination mechanisms with NGOs and agencies with regard to employment and livelihoods.

Promoting Fundamental Principles and Rights at work

The realization of fundamental labour rights in fragile situations is a necessity and a matter of (re-)establishing good governance. Respect for basic labour rights functions as a barrier against exclusion, domination and lack of social justice that may have been at the origin of a conflict and threatens to provoke the outbreak of new conflict. Promoting freedom of association and social dialogue in fragile situations facilitates effective interchange and contributes to participative democratic reconstruction processes. Independent organizations of employers and workers, with ILO support, can play a significant role in the democratic transformation of a country.

The strategy to promote FPRW in fragile situations is twofold:

1. Assist, in close co-operation with ILO field offices, ILO constituents in the process of realizing fundamental labour rights in fragile situations
2. Leverage opportunities provided by international partnerships and inter-agency initiatives to sustain progress towards the realization of fundamental labour rights in fragile situations

These principles can also be used to initiate dialogue between stakeholders, especially between social groups separated by conflict. They may facilitate consensus-building.

The FUNDAMENTALS branch is experienced in implementing integrated programmes in the areas of public policies and governance, partnerships and advocacy, empowerment and protection, and knowledge and data. These initiatives contribute to the creation of an enabling environment for the establishment, restoration and strengthening of workers' and employers' organizations as well as to the promotion of freedom of association, collective bargaining rights and a culture of social dialogue. The measures can also contribute to mitigation and preparedness efforts, especially enhancing the resilience of the most vulnerable populations, including workers and children under threat of persecution or subjected to discrimination, exploitation and other forms of oppression.



Eleven years of support to labour law reform in Nepal

In Nepal, at the end of a decade characterized by armed insurgency and profound political instability, the ILO helped the employers' and workers' representatives to improve the industrial relations environment, which had been under tremendous pressure during the prolonged armed conflict. The conflict had severely affected the business and industrial sectors and had consequently slowed down economic growth dramatically. Nevertheless, the employers' and the workers' representatives have been actively involved in social dialogue to reform the labour law.

At the request of the Government of Nepal and the social partners the ILO initiated its technical support for labour market governance reform in Nepal around 2003 when the country was ravaged by war. In October 2014, setting an example of unequivocal endurance, the ILO constituents in Nepal finally agreed on a common draft of a new Labour Act to be submitted to the Parliament. The stakeholders are now highly optimistic that the new labour legislation, once enacted, will create conditions for more investment and economic growth, and that it will ensure fundamental principles and rights at work.

Source: ILO: From conflict to cooperation: Labour market reforms that can work in Nepal, 2008

TOOL
5.10

REPORT: From conflict to cooperation – Labour market reforms that can work in Nepal, ILO, 2008”

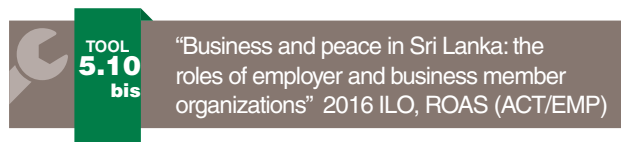
Supporting private sector development

Policies for promoting an enabling environment for the private sector in fragile and recovery settings should focus on the sectors that offer the greatest opportunities for growth and Decent Work. In post-conflict situations private sector recovery and development policies should target conflict-affected groups and those sectors directly involved in providing aid to conflict-affected groups. This maximizes the “peace dividend” and gives these groups a stake in peacebuilding efforts.

Programmes on private sector development should facilitate access to new local and export markets, support the development of local suppliers (value chain development), facilitate access to finance, information, technology and entrepreneurship training as well as promote exports, in both the formal and informal sectors. Similarly business development services (BDS) can make micro-, small-scale and medium-scale enterprises (MSME) and women-owned businesses more profitable by improving productivity and expanding market access, benefiting from improved security and accessibility of post-crisis facilities.

Engaging with new investors and multinational enterprises (MNEs) on linkages with national enterprises provides possibilities for enhancing national enterprise development. Challenges and opportunities for increasing jobs creation through such commercial linkages and for improving job quality in MNEs should be addressed to support the development of sustainable enterprises in fragile settings and in countries recovering from conflicts.

Financial services and access to credit are of key importance in promoting rapid recovery of businesses, large and small. In post-crisis settings, recovery grants or loan guarantees can contribute to recovery of businesses in the most crisis-damaged regions. Early business recovery builds confidence and may catalyse related private sector investment. Policy reforms can also encourage provision of private loans for skills training and other business services.



Supporting labour standards and labour administration

Long-term efforts to create an enabling environment for employment and private sector development should be supported and vetted by social dialogue between tripartite constituents and other relevant Civil Society stakeholders. The ILO can facilitate local institutions’ engagement and participation in labour-related issues.

In post-conflict situations, social tensions make it especially important to use social dialogue among key players to secure broad agreement. Social dialogue contributes to enhanced trust, informed decision-making, locally appropriate solutions and, last but not least, increased local ownership and transparency.



ILO's support to Ministry of Labour in Southern Sudan

The ILO has been an implementing partner of the CABIHRD (“Capacity Building Institutional Development and Human Resource Development”) project under the Ministry of Labour, Public Services and Human Resource Development and funded through the Multi Donor Trust Fund (MDTF). The Memorandum of Agreement (MoA) between the MoLPSHRD and ILO was signed in Geneva on June 15, 2007. The total project amount of USD 13.7 million was largely financed by the World Bank, with a government contribution of USD 1.57 million.

Project objectives included:

- Enhancing the efficiency of public service institutions, systems (including communications and information systems) and personnel.
- More efficient regulation of the labour market and developing capacity for vocational training.

The ILO's involvement, among other efforts, included facilitating the internal revision of the Labour Law and the Vocational Training Policy within the Ministry of Labour, and later with stakeholder consultation. At its end in 2012, 1,220 officials from central and state governments had been trained in basic management and administration, a labor policy bill was developed and the Southern Sudan Civil Service Commission, the GoSS email server, and offices for labor administration and employment services in seven states were established.

Sources: “CABIHRD project (Sudan): ILO concise narrative report of activities: 2007-2008”, December 2008.

“Independent Evaluation of the Multi-Donor Trust Fund- South Sudan (MDTF-SS)”, July 2013.

Supporting social dialogue

Social dialogue is a measure of participation in respect of reconciliation, peace consolidation, social justice, conflict prevention and strengthening of national economies. Social dialogue is of course a guiding principle of the ILO's work in all fields, including in disaster preparedness, relief and recovery. To help such measures meet the needs of the entire population, social and economic stability, recovery and resilience should be promoted through social dialogue. The involvement of employers' and workers' organizations is one of the advantages the ILO brings to this work, as it involves those on the frontline of crisis situations and allows the ILO to bring to bear its experience and the unique contribution it can make to crisis response. When the ILO's constituents have been weakened, early action needs to be taken to create an enabling environment for the establishment, restoration or strengthening of employers' and workers' organizations.

Encouraging the inclusion of disaster preparedness in collective bargaining is one of the principal measures that can be taken. Collective bargaining can also help ensure that measures taken during the recovery phase are beneficial to both workers and employers. This also requires encouraging close cooperation with other Civil Society organizations in these situations. Where employers' and workers' organizations have the main responsibility for social dialogue when the world of work is concerned, there are many situations that span the distance between work and the wider society, in which these organizations reinforce each other's efforts.

TOOL 5.11

“EVALUATION: Capacity Building, Institutional and Human Resources Development in South Sudan-Phase II, ILO, 2012”

TOOL 5.12

PROJECT REPORT: Capacity Building Institutional and Human Resource Development project (CABIHRD), Ministry of Labour, Public Service and Human Resource Development, 2009”



Social Dialogue for peace consolidation in Guinea

Under the Mano River Peace Initiative, the Guinean trade unions approached the ILO to enhance their capacities in social dialogue to contribute to conflict prevention and resolution. The ILO Crisis Team together with the Bureau for Workers' Activities (ACTRAV) and the National Confederation of Workers of Guinea (CNTG), held a joint seminar on the prevention and management of armed and violent conflicts in Conakry from 4 to 8 July 2011. The aim of the workshop was to develop resolutions and recommendations on the role of the trade unions in monitoring attacks and their consequences in local and regional administrations along the border, revising national labour laws, and integrating conflict prevention and resolution into vocational training and education programmes.

The final recommendations from the workshop for conflict-sensitive programming included:

- Post-conflict impact assessments supporting the integration of preventive measures in order to be better prepared against future shocks
- Participation of key stakeholders, including ILO constituents, and ensuring their ownership of the programming process

The seminar helped participants share their knowledge of the prevention and management of conflicts in Guinea with their authorities in the realm of crucial legislative elections in 2011, as the final phase of the country's transition.

cases where individuals or families do not have jobs, livelihoods or other means of providing sufficiently for themselves. Hence social protection has a key role to play in filling this gap at times when people "fall through the cracks". The poor and most vulnerable individuals and households – those who already were at the margin – will be those suffering the most.



Social Protection Floor: A human right and a socio-economic necessity

The Social Protection Floor concept is vested in the notion that Social Protection is a human right, enshrined in Articles 22 and 25 of the Universal Declaration of Human Rights (1948), in Article 9 of the International Covenant on Economic, Social and Cultural Rights (1966), and in other major United Nations human rights instruments.

In 2012 ILO's 185 Member States consensually adopted the Social Protection Floors Recommendation No.202 agreeing that there was a socio-economic necessity for social protection and that urgent action was required to fill existing social protection gaps. This need has been even more widely recognized including by the G20, the OECD, the EU, ASEAN, G7+ and many more including more recently in the SDGs (1, 4, 5 and 10) as a key element to achieve sustainable development.

Source: www.social-protection.org

TOOL
2.31

MANUAL: Prevention and Resolution of Violent and Armed Conflicts: Training manual for use by trade union organizations, ILO, 2010

Supporting social protection / social security²⁴

Reliance on social protection is highest during the immediate aftermath of a disaster and a conflict. Social protection provides benefits in

Speeding up recovery: short and long term effects of social protection

Experience has shown how countries with a more adequate social protection system in place and in particular a social protection floor, guaranteeing at least access to essential health and basic social protection for all, are better equipped at the macro level and also at the household and community levels to absorb shocks, act as a buffer, increase resilience and facilitate more speedy recovery.

In the short term cash or food transfers can alleviate basic and immediate human needs. Particularly in terms of access to health care, supply side initiatives should be complemented with initiatives on the demand side (who will pay, from what source, etc.).

For the medium and longer terms, the principle of 'building back better' applies. National social

²⁴ There are varying definitions of the terms 'social protection' and 'social security', which frequently lead to some confusion. In this report the terms are used interchangeably. These terms encompass a broad range of policy instruments, including social insurance, social assistance, universal benefits, and other forms of cash transfers, as well as measures to ensure effective access to health care and other benefits in kind aiming at securing protection. For more detail, see ILO World Social Protection Report 2014/15.



protection floors have a crucial role in this respect. Establishing a social protection floor will not only help improve the livelihoods of poor and vulnerable households and individuals, it will also strengthen the resilience of societies and reinforce the capacity to absorb future disasters.



A path to socio-economic recovery: social protection in post-Ebola strategies

The Ebola crisis has exposed the fragility of social protection systems in the region, particularly against health-related shocks and emergencies. The lack of adequate social protection, in terms of access to essential health care and basic income security for the general population and in particular vulnerable groups, exacerbated the socio-economic consequences of the Ebola epidemic in Liberia, Guinea and Sierra Leone.

In the aftermath of the humanitarian response, the ILO proposed a programme to support the three Ebola-affected countries focused on five areas of intervention: (1) the creation of decent employment through high intensity investment programme 'employment; (2) strengthening social protection systems for universal coverage; (3) establishing a consensus on national priorities through social dialogue; (4) strengthen benefits and access to basic services; (5) promote the culture of prevention through occupational safety health programmes. The programme, will be launched first in 2016 in Guinea, and is aimed at supporting the socio-economic recovery process and strengthening national institutions and capacities to be better equipped against future shocks.

Source: ILO: Recovery of the World of Work in Guinea, Liberia and Sierra Leone

TOOL 5.13

BROCHURE: Recovery of the World of Work in Guinea, Liberia and Sierra Leone, ILO, 2015

TOOL 5.14

CONCEPT NOTE: DOLE's Integrated Livelihood and Emergency Employment Program, ILO, 2015

Social protection floors: a framework for concerted multi-sectoral action

Social protection floors (SPF) are nationally defined sets of social protection measures that aim to guarantee at least access to essential health care and basic social protection for all. Having a national social protection strategy or policy that aims to establish a national social protection system gives useful guidance in terms of a short-, medium- and longer-term planning framework.

The SPF is a comprehensive approach which promotes the involvement of a wide range of national and international, public and private sector stakeholders with expertise in different sectoral areas and technical fields (health, education, finance, employment, agriculture, women's empowerment). In many countries the ILO takes the lead or works under the banner of the Social Protection Floor crisis initiative (WHO, UNICEF, UNDP, WFP, FAO, IMF, World Bank etc.). The SPF framework thus provides the institutional platform and information base



Helping victims of Typhoon Haiyan access social and health protection

Typhoon Haiyan struck the Philippines in 2013, taking away over 7,000 lives and affecting millions of livelihoods. ILO worked with the Government of the Philippines to implement an emergency employment and livelihood rebuilding programme, to help communities ‘build back better’. Building on previous work, ILO support in disaster response in the Philippines included several other storms, typhoons, earthquakes, and other disasters. For example, tropical storm Washi in 2011 and typhoon Hagupit in 2014.

The ILO provided support to the PDNA. As a result of ILO’s efforts to promote a “decent work” integrated approach, workers involved in the emergency public employments programmes were given access to social protection. The ILO provided technical and financial assistance to the government to ensure that beneficiaries of the Philippine Department of Labor and Employment’s (DOLE) “Integrated Livelihood and Emergency Employment Programme” (DILEEP) were not only paid at the prevailing regional minimum wage, but also given access to health insurance through the national PhilHealth programme, accident insurance through the Government Service Insurance System (GSIS), orientation on occupational safety and health (OSH) and personal protective equipment as well as access to Training for Work Scholarships and for better livelihood opportunities. PhilHealth and GSIS contributions were paid by the Government.

DILEEP benefitted 79,655 affected workers. 90 per cent of beneficiaries have seen increased incomes, while 45 per cent were able to generate employment out of their livelihood projects. Additionally, 417,009 informal sector workers who were supported by DILEEP between 2010 and 2014 are now self-employed and earning from their ventures. DILEEP further helps rehabilitate communities and encourages and trains people to build sustainable community-based enterprises through the efficient use of locally available resources and raw materials. It also develops awareness of social security by enrolling the beneficiaries in PhilHealth and GSIS, while also introducing them to OSH.

Lessons learned

- Social protection systems combined with employment programmes can help build the resilience of populations at risk of natural disasters.
- DILEEP promotes a comprehensive approach to decent work for workers in the informal sector. Beneficiaries are paid at the prevailing regional minimum wage, registered with social security and health insurance, and trained in workplace safety.
- Pre-existing administrative capacity of social protection and employment programmes can improve the readiness and ability of countries to set up emergency measures and reconstruction programmes in the event of natural disasters.

Source: ILO: DOLE's Integrated Livelihood and Emergency Employment Program

from which to respond rapidly and effectively to future calamities.

Social Protection initiatives

When social protection systems are not in place or are very weak, in the short term cash or food transfers can alleviate basic and immediate human needs.

The following are measures that can help provide short-term (emergency) relief:

- financial injections through existing cash transfer programmes, providing assistance to vulnerable groups (households with children,

senior citizens, single women, people with disabilities and endangered ethnic minorities) in affected districts;

- facilitation of access to healthcare services (the demand side linked with the supply side, financing options, workforce etc.);
- introduction (new) or scaling-up (existing) of emergency or school feeding programmes, as these often provide relief for the hardest hit families;
- introduction (new) or scaling up (existing) of child grant programmes in the affected districts.



ABND exercise: towards a social protection floor in Myanmar

In 2013, the Government of Myanmar requested the UN's and the WB's support in the elaboration of a national social protection strategic plan for Myanmar. In this context, an Assessment Based National Dialogue (ABND) exercise was conducted in support to the elaboration of the national strategic plan.

STEP 1: Assessment matrix and consultations (March - June 2014)

An assessment matrix was developed with all stakeholders involved in social protection in Myanmar, through consultations and a national dialogue workshop.

STEP 2: Costing of the priority recommendations (July – Sept. 2014)

The cost of the proposed social protection scenarios was estimated and projected using the ILO Rapid Assessment Protocol (RAP). A national dialogue workshop on the costing of scenarios served as a basis for discussions on available fiscal space, government budget reallocations, and the prioritization of different policy options.

STEP 3: Endorsement of the recommendations (Oct. – Dec. 2014)

The final report is shared with the government for adoption. Both the process as well as the policy recommendations in the final report fed into the new strategic plan of the Government, and a number of concrete steps to extend social protection were taken aimed at a universal health coverage (UHC) scheme, a social pension scheme, and computerization and institutional capacity building.

Source: ILO: Social Protection Based National Dialogue: Towards a nationally defined SPF in Myanmar, in: <http://www.social-protection.org/gimi/gess/ShowResource.action?resource.ressourceId=52460> and <http://www.social-protection.org/gimi/gess/ShowProject.action?id=3010>

TOOL
5.15

GUIDE: Social Protection Assessment Based National Dialogue, 2013

TOOL
5.16

BROCHURE (AVAILABLE IN NINE LANGUAGES): with "Promoting Social Protection Floors for all, ILO, 2015

TOOL
5.17

REPORT: Impact of Livelihood Recovery Initiatives on Reducing Vulnerability to Human Trafficking and Illegal Recruitment: Lessons from Typhoon Haiyan, ILO Country Office for the Philippines, 2015

TOOL
5.18

REPORT: Real Life, Real Challenges, Real Protection Life Stories of Worker-beneficiaries and Experiences in Social Protection Availment, ILO Country Office for the Philippines, 2015

Supporting Occupational Safety and Health (OSH)

In fragile, post-conflict and post-disaster situation, governments should promote and advance, at all relevant levels, collaboration with employers and workers representatives on the right of workers to a safe and healthy working environment. Possible legal reforms and development should reflect ILO Conventions N os. 155 and 187 as well as other ILO OSH

instruments where they are consistent with national peace-building priorities²⁵.

Governments, when developing their national programmes on OSH, in the light of national conditions and practice and in consultation with the most representative organizations of employers and workers, should give particular attention to promoting basic principles such as assessing specific occupational risks or

²⁵ Along with the 2002 Protocol to Convention N.155, these are considered the key ILO OSH Instruments. Plan of action (2010-2016): to achieve widespread ratification and effective implementation of the occupational safety and health instruments: adopted by the Governing Body of the International Labour Organization at its 307th Session (March 2010).

hazards present in post-conflict and disaster situations (for instance landmines, polluted environments, outbreaks of infectious diseases or violence at work); combating occupational risks or hazards at source; and developing a national preventative safety and health culture that includes information, consultation and training. The ILO should support post-conflict and disaster-affected countries in the establishment of relevant OSH training mechanisms to reach all workers and their representatives and employers. Training should focus on supporting preventative action and on finding practical solutions. Vulnerable workers and workers in the informal economy should be given special consideration.



TOOL
5.19

TRAINING PACKAGE: Development of a National Programme of Occupational Safety and Health – Training Module 0, ITC Turin, 2012



ILO Influenza Action Programme

During the period 2006-2009, through its Influenza Action Programme the ILO has helped governments, workers and employers in South East Asia to strengthen their preparedness for a possible major disruptive event. Teams were set up in affected countries to provide policy advice to government authorities, constituents, and small/medium enterprises on good practices from health, safety and managerial standpoints, gradually refining our knowledge and approaches. Specific manuals were developed and regional trainings were carried out in many countries, including Thailand, Indonesia, Vietnam, Laos, Cambodia and Malaysia.

Source ILO/CRISIS 2012

Public-private dialogues and partnerships

Engaging the private sector in national Decent Work priorities by promoting better alignment of corporate policies and initiatives with public priorities is key to ensuring coherence and achieving significant results. The Tripartite Declaration of Principles concerning Multinational Enterprises and Social Policy (MNE Declaration) provides guidance in this regard through its principles which governments,

employers' and workers' organizations and multinational enterprises are recommended to observe. It emphasizes the importance of dialogue and consultation to ensure smooth conduct of MNEs' operations in host countries and compatibility of their operations with national development policies and programmes - a key issue for ensuring sustainable recovery.

Public-private dialogue often leads to the conclusion of partnerships involving different actors from the public and private sectors as well as Civil Society. PPPs are based on the rationale of pooling resources, know-how and expertise with the objective of reaching common goals including improving access to and quality of information, infrastructure, services and products. PPPs have become key tools in support of local development.

Promoting labour-related institutions

ILO's upstream response efforts should also promote labour-related institutions that enhance employability, social protection and other aspects of labour administration. These programmes should be supported and vetted by social dialogue between tripartite constituents (government, employers and workers) and other relevant stakeholders, to promote consensus on labour market policy as well as legal and institutional reforms.

The ILO can concretely promote labour-related institutions by:

- supporting governments in drafting employment policy
- supporting governments in drafting social protection policy and social protection extension strategies
- providing direct support to newly-formed governments to enhance their capacities on employment, labour and social protection issues
- enhancing the capacities of governments and constituent officials to participate in mainstreaming the DW agenda in the CCA/ UNDAF and PRSP frameworks

- supporting the government in drafting a DRR policy.

In slow and sudden-onset disasters

In pre- and post-disaster contexts Decent Work is essential to mainstreaming and advocacy for employment, livelihoods and social protection recovery, reconstruction and disaster risk reduction strategies and policies relating to the national and international communities.

Joint post-disaster assessments are a robust platform for promoting strategies, policies and projects which support livelihood recovery, generation of employment opportunities, and provision of income security through social protection and social assistance programmes aimed at restoring local production, re-establishing economic and trade networks, increasing productivity and household consumption and revitalizing local markets and demand for local services and products.

TOOL 5.20 “Disaster risk reduction and disaster management in Myanmar: the roles of employer and business membership organizations”, 2017 ILO, ROAS (ACT/EMP)

Support to Disaster Risk Reduction and livelihood recovery

Actions taken during the first weeks and months after a disaster have a major impact on the subsequent recovery process, and they need to be planned and implemented accordingly before the next disaster strikes. Choices made immediately following a disaster - that is those relating to shelter, resettlement, debris clearance, distribution of relief, and so forth - have an impact on future choices for longer-term solutions, vulnerability reduction and opportunities for the poor to recover.

Experience shows, however, that the lack of recovery-specific preparedness measures contributes to unnecessary bottlenecks and delays in implementing efficient and effective recovery. Furthermore, job creation (through employment-intensive reconstruction investments, for example) does not automatically happen as part of reconstruction and economic growth stemming from initial recovery efforts. Instead it has to be a clear and ever-present target that is part and parcel of pre-planned short-term recovery efforts leading to longer-term development.

Promoting the culture of prevention and supporting frontline healthcare and relief staff to ensure they can work safely: ILO contribution to the 2014 Ebola Virus Disease (EVD) outbreak response

The 2014 EVD outbreak severely hit the world of work: businesses saw their activities significantly reduced or stopped and workers lost their jobs. The already fragile health systems in West Africa were strained beyond their limits. The situation created a high risk of exposure for health workers and implications for their work, including working in quarantine, causing stress and anxiety, etc. The ILO joined the international response from the onset, working with local and international partners, including WHO, to assist the tripartite constituents of the ILO to use workplaces as focal points for the dissemination of information, communication, sensitization for the prevention of EVD and occupation-related risks. It also supported the draft national recovery plans for Liberia, Sierra Leone and Guinea. In Liberia in an effort to improve the knowledge and skill of Environmental Health Technicians across the country in Occupational Safety and Health (OSH), a series of Training of Trainers workshops were organized and conducted based on the HealthWISE (Work Improvement in Health Services) programme, a collaboration between the ILO and the WHO. HealthWISE is a practical, participatory quality improvement tool for health facilities. It encourages workers and managers to work together to improve workplaces and practices with low-cost solutions.

In the recovery phase the ILO is aiming to protect already existing jobs through good OSH policies by targeting the most affected sectors (SMEs, informal economy and the agricultural sector) and the most affected health services to promote anticipatory resilience against the resurgence of the EVD or other infections at the workplace. Taking into account the central role played by trade unions in advocating for prevention and safety at work, the ILO is coordinating with WHO to bring to its tripartite constituents the support required on OSH, including business continuity plans and the application of International Labour Standards.

Source: Third Supplementary Report: The ILO's role in the post-Ebola recovery effort. ILO Governing Body 325th Session, Geneva, 29 October–12 November 2015.

Thus in high-risk countries ILO's crisis response should include advocacy and working with ILO's tripartite constituents and other partners (e.g. UNDP, FAO, WB, WHO) with a view to enhancing preparedness and the capacity for quick and effective livelihood recovery in the face of future disasters. For example, the ILO can support systematic and participatory pre-disaster recovery planning processes which involve constituents and partners in identifying recovery planning issues and potential strategies, with a view to putting in place appropriate livelihood recovery measures prior to the occurrence of a disaster. This enables decision-makers to make timely and accurate choices about how to start reducing the vulnerability and increasing the resilience of livelihoods in the face of future crises through interventions that strengthen both the institutions and processes concerned.

**TOOL
5.21**

MANUAL: HealthWISE (Work Improvement in Health Services), ILO/WHO, 2014

Business Continuity Management (BCM) for small and medium enterprises

Business continuity is about keeping key business activities ongoing following an adverse event, with the human, material and financial resources available at the time. Inevitably disasters reduce the quality, quantity and availability of resources for an enterprise. The extent of the reduction is proportional to the direct and indirect impact of the crisis on the enterprise and its suppliers, customers and clients along the same value chain. Without a certain level of assets, business operations cannot run, thus interrupting or suspending the firm's capacity to deliver goods and services.

This Business Continuity Management (BCM) instrument is composed of a guide and training modules to be used in disaster-prone areas to consolidate the value chain and enhance preparedness for disaster. BCM was used especially during the avian influenza outbreak to train small and medium enterprises (SMEs) in the food processing sectors on how to continue their business.

The BCM training targets both SMEs and business associations as well as communities and micro entrepreneurs (in order to touch the informal sectors as well).



ILO's initiatives with employer's organizations in the Philippines after Typhoon Haiyan

Following Typhoon Haiyan in 2013 and upon request of the Employers' Confederation of the Philippines (ECOP), the ILO engaged in a number of activities related to disaster preparedness and business continuity planning. In particular, the ILO:

1. Supported a needs assessment for the private sector
2. Piloted a low cost BCP training for small and medium enterprises (Tool 5.24) – which was particularly well received and is currently being implemented in 9 provinces
3. Made recommendations for the development of a policy framework supporting disaster preparedness of enterprises

This work has prepared the ground for wider, more structured engagement of the ILO in Disaster Risk Reduction (DRR) and Management (DRM) in the Philippines. Towards the end of the year, the ILO also carried out research on the role played by Business Member Organizations (BMOs) in conflict and post-conflict zones. The research, which examines BMO's potential contribution to peace processes, was conducted in:

- Myanmar: Trade, Peace and Conflict in Myanmar;
- Sri Lanka: BMO study ILO – Sri Lanka: Business and Peace in Sri Lanka (Tool 5.25)
- Thailand: Navigating political turmoil and conflict landscape in Thailand: The role of BMOs.

Source: ILO Asia Regional Office, DWT Team

**TOOL
5.22**

GUIDE: Multi-hazard Business Continuity Management, ILO/CRISIS, 2011

**TOOL
5.23**

NEEDS ASSESSMENT FOR THE PRIVATE SECTOR IN THE PHILIPPINES: Disaster preparedness, response and recovery, ILO ACT/EMP 2015

TOOL
5.24

REPORT: Business and Peace in Sri Lanka – The Roles of Business Member Organisations, ILO Asia Regional Office (Bangkok), 2016

TOOL
5.25

MANUAL: Protecting Your Employees and Business from Pandemic Human Influenza Action Manual for SMEs on Avian and Human Influenza in the Workplace, ILO Subregional Office for East Asia, 2009

Green Jobs

Green jobs reduce the environmental impact of enterprises and economic sectors by improving efficiency in the use of energy, raw materials and water; de-carbonizing the economy and bringing down emissions of greenhouse gases; minimizing or avoiding all forms of waste and pollution; protecting or restoring ecosystems and biodiversity; and supporting adaptation to the effects of climate change. Although environmental degradation may be a driver in fragile and conflict settings, it is not a given that environmental concerns can be addressed easily in early recovery interventions. Depending on the context, there will be a need to demonstrate their comparative advantage and to gradually scale up interventions towards a green economy. For instance, the small-scale and off-grid nature of certain types of green infrastructure investments can lend themselves well to situations where there is no well-regulated or well-organised central distribution system (i.e. for energy or water).

To promote the creation of green jobs at national, sub-national and local levels, the Green Jobs Programme leverages different forms of action:

- national and sectoral research on the potential for green jobs creation;
- policy advice, based on the outcomes of the research, to better connect environmental and labour policies;
- capacity-building and coaching for constituents to facilitate and improve social dialogue and ensure their full engagement in relevant policy debates and national strategies;

- pilot projects at sector and local levels on green entrepreneurship, green business, vocational training, employment-intensive infrastructure, and so forth.



Demonstrating Green Jobs in Haiti

Following the tropical storm in the northeast region of Haiti in 2004, ILO, UNDP and WFP collaborated with the Government of Haiti to prevent future natural disasters. The project aim was to rehabilitate the extremely fragile and weakened environment of Gonaïves by implementing water and soil conservation schemes using labour-based techniques. After a successful initial phase funded by ILO and UNDP, a second project was launched in June 2007, focusing some of its work on environmental conservation and disaster risk mitigation. Through December 2007, the main project achievements include:

- Establishing and training seven professional associations including contractors for the extraction of stones, contractors for the construction of weirs, tree nursery gardeners and agricultural producers;
- Building capacities of six federations of local associations to assist in recruiting workers, selecting foremen and monitoring and controlling payment of wages;
- Building organisational, managerial and technical capacities and environmental awareness of local populations, local authorities represented by local development committees;
- Involving regional technical departments (planning, agriculture, environment, etc.) in the site selection and planning process, implementation, followup, and in defining maintenance strategies;
- Employment creation: 359,265 worker days, equivalent to an average of some 900 people employed daily over a 20month period (total wages: USD \$681,743); and payment in kind of 359,265 WFP food rations (equivalent to USD \$679,690);
- Physical improvements that contribute to environmental conservation and disaster mitigation, such as construction of erosion control network ; 566 km of contours for slope protection ; extraction of rocks and construction of check weirs; 14.643 m³ of dry masonry walls; 7.5 km reshaping of the “Quinte River” bed; afforestation activities; rehabilitation of five small dams reducing water flow to the “Quinte River”

Source: “Programme to prevent natural disasters by environmental protection and employment creation in the Gonaïves Region: Demonstrating Green Jobs!” power point presentation from project CTA.

5.5 Downstream response: programmes, projects and initiatives

Downstream activities are projects directly targeting the affected population. The objective of downstream activities is to promote creation of Decent Work on the ground. Such activities contribute to stabilizing the country, peacebuilding and sharing of the “peace dividend”.

TOOL
5.26

GUIDE: A Practical Guide for Post-Calamity Response: The Philippine Experience, ILO, Manila 2015

Interventions for immediate job creation

Emergency employment

Emergency employment (EE) creates immediate jobs that provide quick cash income, redirect people from destructive to constructive activities, and may result in the development of new skills and economic activities. Ideally, they should be designed with a long-term perspective in mind.

EE is mostly implemented through short-term interventions that provide cash income and Decent work to vulnerable people. Such schemes are not always implemented by ILO but through implementing partners which may include government agencies, contractors, NGOs, communities, local training institutions, local business services, local employment services, small business associations, chamber of commerce and industry, trade associations, and others. Although some activities can be implemented in a few weeks, the maximum time period for EE is expected to be six months. EE should be designed in such a way as to have long-lasting results.

EEs can support longer-term results in at least three ways:

1. It can boost the overall recovery effort if it is implemented in a way that helps beneficiaries kick-start activities which are likely to continue after the maximum EE period of 6 months. These include activities that support initiatives that already exist in the communities, such as improvement of existing water sources, improvement of existing (damaged) infrastructure such as roads, markets, schools and health centres; training in sustainable local development; maintenance and repair of small machinery; and inputs into the local economy (e.g., small business management, etc.).
2. It can be integrated within an area-based development or recovery process which has already started or is about to start. As part of this start-up process EE is positioned to provide the necessary support for the initial period. In this scenario the strategy should be to feed EE activities into the longer-term self-reliance and reintegration strategy.
3. EE can also contribute to disaster risk reduction and disaster mitigation when, for instance, initiatives such as construction of water drainage, river banks, canalisation systems, water management systems and soil erosion systems are implemented.

TOOL
5.27

RAPPORT: Programme régional de création d'emplois à travers l'aménagement des bassins versants, Gonaives, Haiti 2010

TOOL
5.28

EVALUATION: Emergency Employment and Sustainable Livelihood Recovery for Super Typhoon Haiyan (Yolanda), ILO Office for the Philippines, 2015

TOOL
5.28
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PROJECT DOCUMENT: Labour-based Flood Protection – River Gash in Kassala State, East Sudan, ILO, 2008



Rapid Employment Impact Programme in response to floods in 2000 – Mozambique

A month of higher than average rainfall coupled with four days of torrential rains in February 2000 resulted in severe floods affecting Mozambique. Approximately 800 people were killed and more than 800,000 people lost practically everything (shelter, household possessions, jobs, crops). The flood had a tremendous effect on agriculture, with 90% of the country's functioning irrigation infrastructure damaged and 1,400 square kilometres of cultivated and grazing land lost, causing the loss of livelihoods for 113,000 small farming households.

In response, the ILO initiated the REIP of which the Ministry of Labour was the national executing agency. Through its participation into the Interministerial Committee, partnerships were established and a permanent exchange of information and employment advocacy was promoted; at the areas of intervention (locality, district or province), coordination committees/working groups were established where all relevant actors for employment and local economic revival were represented.

The project was carried out in 3 main steps: strengthening the national capacity to respond appropriately to the employment challenges of crises, incorporating employment promotion and strategies in the reconstruction and rehabilitation policies and programmes, and promoting employment through the revival of local economies. The main beneficiaries were micro and small entrepreneurs and clients of micro finance mechanisms who lost all their assets and were unable to restart their businesses by themselves or repay the credits received. It was also highly beneficial to vulnerable and unemployed citizens. A high level priority was given to women in a situation of vulnerability.

The programme achieved to create 150,000 working days in reconstruction and rehabilitation employment-intensive works, which overall involved 180 micro and small construction enterprises. These activities achieved revitalizing markets, and benefitted more than 2,000 micro and small existing or potential entrepreneurs. Multi-stakeholders process bringing together the public and private sectors were facilitated, and institutions were strengthened in domains such as social dialogue, disaster risk reduction, priority setting and coordination of employment recovery programmes. Employment gained attention within reconstruction agendas and was mainstreamed across programmes. 3,000 beneficiaries of the rehabilitation programme were fully integrated in a regular development framework.

Source: ILO/CRISIS 2010

Food-for- Work

Food-for-work (FFW) refers to short-term temporary employment, where workers receive up to 50% of their remuneration in kind. Food-for-work can be introduced as an incentive for self-help community activities that directly benefit labourers (e.g., irrigation works undertaken by the farmers who will later use them).

In drought- or flood-affected areas, but also in fragile or post-conflict situations, there may be scarcity or no access to food due to poor security, accessibility and remoteness. Workers might therefore prefer to receive part of their remuneration in kind, for example in circumstances where food is scarce and wages low or market mechanisms are not operating. Food has greater value than money in a food-scarce environment where prices are unpredictable. Payment in kind however will

only motivate labourers for as long as these circumstances persist.

FFW is a measure of last resort, for example because in several cases it may drastically reduce prices and availability of goods in local markets. These projects should be implemented in close association with WFP and its implementing partners.

Skills development

Reaching out effectively to individuals whose lives have been disrupted by conflict or disaster requires considerable understanding of the conditions under which education and training is planned and undertaken in the affected communities. Connection to employers, emphasis on the quality and relevance of training, and

inclusiveness of all whose livelihoods have been disrupted or destroyed, are crucial elements.

Key messages are:


- Training goes hand-in-hand with livelihood activities, whether emergency employment, self-employment and micro and small enterprise development, or infrastructure development.
- Hands-on rather than classroom-based training is key. Earning while learning is a good motto in this regard. The individuals affected need to be a part of the recovery.
- Build on existing skill sets and experiences. Conduct a rapid assessment of both skills needs and the available skills.
- Current training programmes can be adapted and adjusted to meet the needs of affected workers. There is no need to start from scratch.
- Ensure that the skills learned are certified, which will enhance individuals' employability and open more doors to the labour market.

As many of those affected by disaster or conflict are already in a vulnerable position in the labour market, comprehensive programmes

that include non-vocational components as well as technical training can be very effective in improving employment opportunities. These could include life skills and core work skills such as peace-building, problem-solving, teamwork, communication, basic entrepreneurship, health and safety in the workplace, rights and responsibilities at work; and also basic or foundation skills such as literacy and numeracy for those who have not had basic education.

To support early recovery, short cycle skills training courses may take place “on the job” and continued in the form of quality apprenticeships - a combination of on-the-job training and school-based education – that ensure high levels of instruction and adequate remuneration. They can address the immediate labour skills needs of humanitarian and development agencies in implementing their construction, transportation, education, health and security projects.

Other types of initiative include informal training to support the transition to the formal economy or community-based training in remote areas to increase rural productivity.



TOOL
5.28
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MANUAL: Upgrading informal apprenticeship, ILO, 2012



Road rehabilitation creates jobs in Liberia

In the wake of Liberia's protracted and devastating civil war, national infrastructure lay debilitated, numerous community groups remained vulnerable, and employment structures were either incapacitated or dissolved. In response, in mid June 2006, the government of Liberia and partners (UNMIL, ILO, World Bank, UNDP and WFP) launched the Liberia Emergency Employment Programme (LEEP). The LEEP framework has led to the creation of more than 21,000 short term jobs for skilled and unskilled labourers, representing more than 500,000 working days. This critical contribution of employment to peace building efforts in Liberia cannot be overemphasised, as it serves economic, social, political and cultural functions.

Preliminary findings from an impact assessment revealed that most of the labourers used wages earned to rebuild their homes and start new livelihood and income generating activities, especially in Lofa County. “We are very happy to be doing this work - helping to rebuild our roads and also getting some money”, says one of the workers engaged in side brushing.

Source: UNMIL Focus Brief, 2007, in:
<https://unmil.unmissions.org/sites/default/files/unmilfocus14.pdf>

IMPROVING THE ACCESS OF THE POOR TO TRAINING: LESSONS LEARNED

Reduce financial entry barriers: governments should fund specific poverty targeted interventions for the poor to facilitate access to mainstream (formal) skills training.

Lower the non-financial access barriers to formal courses, and/or provide additional assistance to the poor to overcome them, for example by addressing their lack of formal educational background, before they undertake skills training.

Develop skills development strategies for disadvantaged groups: rural groups, specific categories of women, young women and men, those working in the informal economy, and men and women with disabilities.

Develop special facilities that respond to difficult personal circumstances (in terms, for example, timing, location or training methodology).

Avoid training the poor (and especially poor women) in traditional trade areas so that they are not marginalized further; train them instead for businesses using new technologies (such as mobile phone repair) and train women in traditionally male occupations. Long and sustained efforts of advocacy and awareness raising at the community and institutional level are often required to help build public support for new economic roles of women.

Support financially informal apprenticeship training (elaborated below).

Source: Palmer, 2007.



ILO Short-Cycles Skills Training following Pakistan earthquake

The October 2005 Pakistan earthquake reduced whole cities to rubble, claimed more than 87,000 lives and affected more than 3 million people. According to an initial assessment, conducted jointly by the ILO and the Pakistan Institute of Development Economics, the loss of jobs was far greater in the informal sector, representing close to 74 per cent, whereas the formal sector saw nearly 25 per cent job loss. There was a total of 62.1 per cent job loss across the affected population, the bulk of which took place in the agricultural sector.

In response, the ILO collaborated with the Ministry of Labour and employers' and workers' organisations to launch the Rapid Income Support through Employment (RISE) initiative to quickly inject money back into local economies. The RISE pilot project was initially rolled out in Balakot, one of the worst-affected areas, to get people back to work quickly and help them come out of post-disaster trauma. Nearly 45,000 workdays were generated not only to give employment to affected women and men but also to help in the rebuilding and recovery efforts. The programme introduced jobs such as cleaning of the camps, removal of debris from critical buildings and streets, repairing drainage lanes, building temporary shelters for displaced people and restoring basic services.

Another important component of the programme was skills development. The ILO designed and offered short-cycle, tailor-made skills training programmes to ensure the employment of the local population while decreasing reliance on skilled labourers coming in from elsewhere. Since many of the existing training centres were badly damaged or had collapsed, makeshift vocational training centres were established in tents throughout the affected areas resulting from collaboration between the ILO and the Ministry of Labour, local government departments, an international NGO and the National Rural Support Programme. Course offerings for men included masonry, carpentry, electrical construction work, plumbing and welding. Courses were also provided on dress designing and sewing for women and repair of household appliances for disabled workers.

The RISE pilot programme was successful and received wide appreciation at both national and international levels. Based on a high number of requests, the programme was expanded to the crisis areas of Batagram, Muzaffarabad and Bagh.

Source: ILO Website: The ILO's role in helping Pakistan rebuild and get back to work, in: http://www.ilo.org/global/publications/magazines-and-journals/world-of-work-magazine/articles/WCMS_081374/lang-en/index.htm



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Rebuilding the Vocational Training Centers in the Northeast of Sri Lanka

ILO-IPEC has worked under the framework of the Action Plan for Children Affected by War – a multi-stakeholder process established to address the needs of children in the North and East of Sri Lanka. This Plan followed the commitment by the Liberation Tigers of Tamil Eelam (LTTE) during the Oslo and Berlin peace talks in 2002-03 to stop the recruitment of children and to release underage recruits from their ranks. Under the leadership of UNICEF, different international agencies were given the responsibility for different components of the Action Plan, such as release and reintegration of underage recruits, basic education and health services, vocational training and access to micro-credit. ILO-IPEC was given charge of the vocational training component, focusing its efforts on restoring the training system by building the capacity of 18 training centres and NGOs. The capacity of training centres was strengthened through:

- Infrastructure development and acquisition of equipment and tools needed to provide quality training in different trades and occupations
- Training of career counsellors, trainers and managers, including on child rights and child labour (managers were also trained on project management, budget development and financial reporting)
- Upgrade of existing courses (curriculum development) and establishment of new ones in different trades and occupations in accordance with national vocational standards
- Introduction of life skills and “start your own business” training
- Assistance with course certification and training institute accreditation within the national vocational training system.

Source: Prevention of child recruitment and reintegration of children associated with armed forces and groups: Strategic framework for addressing the economic gap. ILO, 2007, in: <http://www.ilo.org/ipecinfor/product/viewProduct.do?productId=6965>

TOOL
5.29

REPORT: Liberia Youth, Employment, Skills (YES) Project and Liberia Youth Employment Program, 2015

TOOL
5.32

REPORT: Case studies on the reintegration of children formerly associated with armed forces and groups through informal apprenticeship, ILO, 2010

TOOL
5.30

MANUAL: Training for Rural Economic Empowerment (TREE), notably Module 3 on the identification of economic opportunities and training needs assessment, ILO/Employment, 2009

TOOL
5.33

REPORT: Skills Development in Sudan, The Formal and the Informal Reality, ILO, 2013

TOOL
5.31

GUIDE: Assessing skills in the informal economy: A resource guide for small industry and community organizations, ILO/Employment, 2015



Skills Assessment and Certification in Afghanistan

The Skills Assessment and Certification in Afghanistan project is an USD 7.6 Million USD World Bank funded project.

It was launched in 2013 for a period of three years.

In response to major challenges in the TVET sector in Afghanistan, the project looks at:

- a. Improving the quality of national occupational skill standards (NOSS) and curriculum for priority occupations and sectors;
- b. Implementing 10 priority NOSS and their associated curricula through the major government providers of TVET;
- c. Award of Internationally recognised certification and administer the exam of 15,000 TVET graduates by an internationally recognized institution (for formal, non-formal and informal (Recognition of prior learning) TVET students/candidates to RPL);
- d. Benchmark 100 existing NOSS to international standards; and
- e. Support the Deputy Ministry for TVET in international accreditation of five selected TVET institutions.

The Skills project, although it is a pilot, is of particular importance in a conflict context as it looks at different angles of jobs creation, job generation in and outside of the national territory:

In the first instance it aims at reorganising the TVET systems by levelling the National Occupational Skills Standards and Curricula, create a forum for discussion with the ministries and the social partners and launch the reflection for the creation of a national qualifications framework and representative authority. In the second instance it aims at certifying skills, thereby enhancing skills' value internally to boost employers' confidence but also internationally with a view to accompany decent labour migration whilst the conflict country's labour market builds up the capacity to absorb the sheer mass of youth willing to enter the labour market every year.

The central participation of social partners, ensured through the ILO CO Kabul, in all of these initiatives allowed for a clearer diagnosis of skill needs, labour market information and understanding of the role of each actor.

Source: ILO/ACTRAV, 2016

**Employment Intensive Waste Collection: Mogadishu, Somalia 2007**

Somali citizens in Mogadishu have received few if any services since the administration fell in 1991. Approximately 40% of those living in the city are Internally Displaced Persons (IDPs) or have migrated from semi-arid and arid areas of Somalia. Fifteen years of decay and anarchy have left the city in a pitiful state with damaged infrastructure, high unemployment and increasing illiteracy rates. Many Somali men in Mogadishu engage in - 'security' (militia) work – given the lack of employment alternatives. Many Somali women are driven to illicit activities - such as opportunistic prostitution (with all the related risks of STD infection) - because they are largely illiterate as a group and have few, if any, other economic opportunities that could help them to provide for their families.

Building on a highly successful proof-of-concept programme in six of Mogadishu's sixteen districts in 2003, the ILO programme implemented through SAACID* expanded to encompass all 16 districts of the city - as well as the Bermuda enclave, an area of the city (parts of Warberi, Hawl-wadag and Hodan) where dispossessed minority clans subsist. The purpose of this programme was to:

- clear garbage that had built up in the city - thus enhancing health and hygiene
- clear sand that had built up on the roads due to high winds and sand dune drifts
- provide 1700 direct labouring positions (a minimum of 50% to women) for the poorest in the city at US\$2 per day. This payment was also to stimulate economic activity through secondary spending
- empower local leadership structures promoting cooperation and reconciliation
- provide Civil Society with alternative forms of identity to that of narrow clan interest
- provide the international community with a model for effective indigenous and decentralised intervention in a war-torn society, based on evidence that local Somali NGOs have the capacity to fulfil substantial and sustainable programming in a difficult war-torn context
- provide female role models amongst communities within Somalia, through the employment of Somali women and through effective programme administration by a Somali women's NGO.

*SAACID is an indigenous women's NGO registered in Somalia and Australia

Source: Excerpted from, "Employment for Peace Programme in Mogadishu and Southern Somalia: Final Report", submitted by SAACID, January 2007.

Local Resource Based Approach

These projects are short- and medium-term infrastructure works that generate employment and income by maximising the use of available unskilled labour. EIIPs are particularly useful in the rehabilitation and reconstruction of areas devastated by conflict or disasters, where the rapid injection of cash into a community is necessary. EIIPs contribute to longer-term development by rehabilitating physical and social infrastructure which addresses immediate needs. This infrastructure can include:

- drainage and waste collection systems
- terracing, tree planting, irrigation systems
- feeder roads, railways and small bridges
- rural schools, hospitals, community centres, and health clinics
- drinking water systems and irrigation systems
- housing

TOOL 5.34

REPORT: Employment for Peace Programme in Mogadishu and Southern Somalia, SAACID, 2007

TOOL 5.35

REPORT: Local resource-based employment generation, climate change impact mitigation and livelihood recovery interventions in Davao Oriental, Philippines, 2015

Community Contracting

Community Contracting is a term used to describe the direct involvement of the community in their own infrastructure improvement works. The aim is not only to assist the community in accessing improved services and infrastructure, but to promote capacity-building in the community and provide experience in negotiation with government and non-government partners, and in the responsibilities of organising and contracting.

Community Contracting involves a legally-binding contract between a community (or a Community-Based Organisation) and an external funding or support agency to implement a development project for the benefit of the community (e.g. minor construction works).

Community Contracting encourages beneficiaries in the community to participate in and assume responsibility for the project. For instance the community can decide on the type of infrastructure improvements to be adopted based on self-defined needs. An external technical support team can provide technical advice and help the community analyse their options.



- registration and matching of job seekers and vacancies
- providing relevant information and advice on job searching and self-employment
- referring affected populations to special employment programmes such as public works, job training, social services and other relevant support initiatives and institutions
- addressing the needs of particular groups such as refugees, women, youth, and ethnic or minority groups (ensuring equal access to employment opportunities)
- conducting rapid assessments of local labour markets and collecting labour market information.

EPES should focus initially on pursuing short- and medium-term interventions, prioritising specific target groups with the aid and support of international organisations, NGOs and other national and international actors. EPES can start immediately after a crisis, with relatively simple service centres (perhaps consisting of a tent and a small number of staff). A major task during this phase is to identify employment and training opportunities for target populations with major projects, private sector employers and other employment options. EPES can evolve over time, expanding the variety of services offered (e.g. skills training), some of which could eventually become permanent.

Emergency Public Employment Services

Emergency public employment services (EPES) can play a crucial role in providing assistance where a crisis has had a major impact on the economy. Their responses can vary depending on the nature and extent of the crisis, their role may include supporting specific initiatives developed to assist special target groups or providing more general employment assistance to all those affected by the crisis.

EPES offer a number of core services needed during the emergency management phase and during the recovery:



Emergency employment services and vocational training for Palestinian refugees in North Lebanon

- Following the destruction of Nahr al-Bared camp (NBC) in May 2007, 4,855 Palestinian families were displaced. A Rapid Socio-economic Survey undertaken in September 2007, showed that 79 per cent of the displaced population of NBC declared themselves as unemployed. The lack of jobs posed a threat to the stability and security of NBC and all adjacent areas. A project to enhance local employment skills and enterprises in the NBC was jointly implemented by ILO and UNRWA.
- ILO and UNDP co-funded an ILO Senior Skills and Employment Expert to work with the NBC Manager of UNRWA on implementing the first Emergency Employment Service Centre (EESC) in North Lebanon, which operation was intrinsically linked to the reconstruction of the camp.
- This intervention targeted 2,000 Palestinian refugees and delivered job search support, short-term driven vocational training courses and support to small enterprises run by women and refugees with disabilities. The ESCs played a crucial role in approaching local employers for matching job vacancies and Palestine refugees.
- Based on the success of the first Employment Service Centre (ESC) in the NBC, UNRWA established three more ESCs in the cities of Saïda and Tyre in South Lebanon and in Beirut. In 2013, UNRWA and ILO developed the Manual for UNRWA Employment Service Centres to standardized processes and best practices.

Source: "Recent ILO Post-conflict support in Lebanon, Briefing Note No. 12", ILO/CRISIS, January 2008.

During the period of medium-to-long-term recovery, there is a strong need to develop the capacities of the affected populations, and the provision of employment services is key in facilitating access to specific training, existing jobs or employment opportunities that the economy will be providing. Redeveloping job placement services also involves capacity-strengthening of local government officers who should ensure the longer-term sustainability of the employment service centres.



Supporting the establishment of public employment offices in Sudan (2009-2012)

After twenty one years of civil war, the UN Joint Programme on Creating Opportunities for Youth Employment (2009-2012) was implemented to mainstream youth employment in national development frameworks and create employment opportunities to deliver peace dividends.

The programme targeted, in particular, young returnees displaced by the war and those participating in disarmament, demobilization and reintegration programmes. The lack of suitable livelihood opportunities puts these populations at high risk making clear the need of developing youth capacities. In this context, the provision of employment services was considered as key in facilitating access to training and sourcing employment for target populations.

In northern Sudan, the Joint Programme was led by United Nations Industrial Development Organization (UNIDO). ILO was a main implementing partner and the Federal Ministry of Culture, Youth and Sports was the national focal point. The Ministry of Labour played a technical advisory role in the development of the youth employment action plan and directly supported the establishment of a network of public employment offices in Khartoum, Northern Kordofan, Southern Kordofan and Blue Nile. Extensive on-the-job training was organized for these offices on how to ensure provision of basic employment services. The ILO Guidelines for establishing emergency public employment services was utilized as a basis for the whole exercise. Staff from the Federal Ministry of Labour for ensure the translation into Arabic and customise the training to local conditions. The training curricula and methodology utilized are available in: Tool 5.39 on Public Employment Services in Sudan".

Source: "Joint Programme: Creating opportunities for youth employment, Sudan, Final Narrative Report, ILO, 2013."

TOOL 5.37

GUIDELINES (IN FRENCH, ENGLISH, BAHASA INDONESIA): Establishing EPES, ILO/In Focus, 2003

TOOL 5.38

MANUAL: UNRWA Employment Service Centres, ILO – Regional Office for the Arab States, 2013

TOOL 5.39

GUIDE: Training on Public Employment Services in Sudan, ILO, 2011

Short-to-medium term interventions for self-employment and micro- and small-enterprise development

Value Chain Analysis and Development

A value chain “describes the full range of activities that are required to bring a product or service from conception, through the intermediary phases of production and delivery to final consumers, and final disposal after use”. Causes of low performance in value chains in fragile and post-conflict settings can be explained through weak state institutions and service delivery. As countries and companies compete to secure concessions and remaining supplies, fragile states are particularly vulnerable to poor contract terms, non-transparent decision-making, negative impacts and corruption. Often their economies depend on a single major commodity, and therefore value chain analysis and development are instruments that may contribute to breaking this so-called resource curse. Participatory value chain analysis can be a suitable entry point and can result in targeted value chain development interventions that foster market access, greater integration within the chain, simplified relevant regulations and procedures and improvement in the performance of business development services and their operating environment.

TOOL 5.40 **GUIDE:** Value Chain Development for Decent Work, ILO/Enterprise, 2016

TOOL 5.41 **GUIDE:** Market-based livelihood interventions for refugees, ILO/Enterprise, 2016



Supporting Livelihoods and Job Opportunities in the Fishery Sector in Gaza

The fishing industry in Gaza has been one of the sectors most affected by Israeli military operations and the continued blockade that has been imposed since 2007. The fishery sector employs some 3400 registered fishermen in the Gaza Strip and characterised by both self-employed fishermen and workers (seasonal or permanent) working on bigger boats. Small-scale fishermen and their families are also some of the hardest hit by food insecurity in Gaza. Over half of these fishermen suffer from food insecurity which has deteriorated since 2010 relative to other population groups. The fishing industry also comprises of cooperatives and a syndicate of fishermen that mainly represents owners of larger fishing boats.

The ILO project “Supporting Livelihoods and Job opportunities in the Fishery Sector in Gaza” follows an integrated approach, including in an initial programme phase supported by Kuwait:

- (1) Value chain analysis, institutional mappings, and SWOT analyses, as well as training and infrastructure needs assessments for all stakeholders and actors involved in the fishery sector; fine-tune specific competencies needed to enhance capacities of local stakeholders;
- (2) Adaption of ILO training packages to the fisheries sector in Gaza;
- (3) Conducting training sessions for cooperative members to enhance capacities in core technical areas as well as in administration, inspection, conflict resolution, and soft skills tailored to local needs; and
- (4) Drafting a normative and regulatory framework for the fishery sector focusing on freedom of association, licensing, fees at port, fees to sea, and fees for boat owners.

Source: ILO: Supporting Livelihoods and Job Opportunities in the Fishery Sector in Gaza, in: http://www.ilo.org/beirut/projects/WCMS_229144/lang--en/index.htm

Microfinance and financial inclusion

Microfinance is the provision of financial services such as savings, credit, cash transfer and micro-insurance to economically active poor and low-income people. The definition of microfinance, which has its roots in microcredit, has evolved in recent decades when it became apparent that poor households need access to

the full range of financial services to generate income, safeguard and build assets, smooth consumption, strengthen resilience to shocks, and manage risks. Now the term “microfinance” generally refers to a broad set of financial services tailored to fit the needs of poor individuals.

The global financial inclusion agenda recognizes these broader needs. It also recognizes the importance of financial literacy as well as the contribution of a diverse set of financial institutions providing access to these financial services, such as mobile network operators, national guarantee funds, credit bureaux, insurance companies, informal savings groups and investment companies.

Successful financial inclusion helps the economically active poor with a range of services according to the needs and opportunities available. These services are generally meant to support productive purposes and are characterised by a focus on the entrepreneurial poor, client-appropriate lending and securing of voluntary saving.

For microfinance to be an appropriate tool in fragile, disaster or post-conflict settings certain minimum conditions must be in place:

- relative political stability and security
- a cash economy
- economic activity to help create demand for microfinance
- existence of specialized financial institutions (MFIs, banks, cooperatives etc.)

WHEN NOT TO INCLUDE AN INCLUSIVE FINANCE INTERVENTION?

It is important to remember that it is better not to provide microfinance than to misapply it. This applies in particular to poorly-designed loan schemes that can put people into excessive debt. Microfinance, if pushed excessively or delivered in an inconsistent way, might therefore even increase poverty and dependency among the poor.

Market mapping

Once it is determined that the essential minimum conditions exist, a market assessment should be undertaken in the following manner:

- mapping the policy environment;
- identifying the target market: besides identifying the target population, it would be useful to map the household profiles (number of members, productive members, income earners), economic and survival strategies (assets and skill formation, access to markets);
- mapping the demand for financial services: once the target market has been identified we can make a rough estimate of demand, drawing from focus group discussions and interviews with key informants from the community;
- mapping the supply of financial services, to give an overview of all financial services providers (formal and informal) in the target area; not only should the institutions be listed and documented but also their level of involvement with and service to the target population.

The strategy: Addressing the demand for and supply of financial services

Successful and sustainable financial inclusion efforts in fragility, conflict and disaster settings are considered as a pivotal component of livelihoods building. To provide better access to financial services, one should identify the challenges and tackle the reasons for financial exclusion. It usually requires working both on the demand side (entrepreneurs, youth, women, workers wanting to access finance) as well as the supply side (the financial services providers' in the area), provided that the above-mentioned conditions prevail. The intensity of the intervention depends on the recovery phase.

UNDERSTANDING THE THREE DIFFERENT FINANCIAL SERVICES:

Savings: typically, savers want their savings to be secure, with low transaction costs, an appropriate design, and, if possible, real returns. Savings can be targeted on the realisation of an objective, and in this case targeted for an unpredictable event. While insurance can cover assets replacement, savings can be used for working capital or to bridge household income prior to the recovery.

Emergency credit: is an immediately available loan to help the client cope with unexpected expenses. It can be used interchangeably with savings although it is not always accessible or advisable as it can lead the client into excessive indebtedness.

Insurance can provide different sets of products that allow coverage of the losses incurred when risk materializes. Property insurance for example covers any damage that could be insured in the event of fire, floods, theft and other perils both in the property as well as in stocks of materials that may be needed for production. Catastrophic micro-insurance can cover extreme events such as hurricanes (destruction caused by wind or rain) and earthquakes. Agricultural micro-insurance, whether traditionally adjusted or by index or parameters, can allow farmers to cope with extreme climate events that go beyond the average climatic behaviour in their regions.

The demand side: Financial literacy and entrepreneurship training

Through financial literacy as well as skills and entrepreneurship training, the risk perceived by Financial Service Providers (FSP) is reduced. The intervention also aims to make the financial service demanders more self-confident in interacting with financial institutions. Financial literacy implies knowing enough about how to use and manage money wisely so as to be able to make good financial decisions. It includes the ability to discern financial choices, discuss money and financial issues without (or despite) discomfort, plan for the future and respond competently to life events that affect everyday financial decisions, including disaster preparedness. Financial literacy influences an individual's money management and is a key determinant of whether a poor person is able to leverage his or her opportunities to move out of poverty and rebuild his or her livelihood in the aftermath of a disaster or a conflict.

The supply side: know your market and create financial products that answer the market needs.

Informed by the market mapping and the gap analysis which have been undertaken, one potential measure could be to strengthen the financial services providers' management knowledge (including market research) and their capacity to answer clients' financial needs through diversification of financial products. Three different financial services can be used to

manage risk and to help recover from disaster: (a) savings, (b) credit and (c) insurance.

Financial services for MSMEs in a disaster situation – Haiti and the post-earthquake

Fonkoze, a microfinance institution in Haiti has worked, together with the ILO, to develop a comprehensive product portfolio for their clients. In this case the financial institution is being covered by an index insurance product that allows it to respond to its clients when a natural catastrophe occurs. In these events Fonkoze is able to cover for a fix amount for the property of the microentrepreneur, at the same time their old credit is fully paid back by the insurance product what allows the organization to grant an immediate credit to restart economic activity while avoiding over-indebtedness.

One of the lessons has been that micro-insurance must not be seen as a stand-alone solution, but as one of several financial products and one of several instruments to manage disaster risk. Low-income families and businesses must also acknowledge the importance of complementing risk transfer with prevention and preparedness. Risk awareness and perception, and cultural factors play an important role in disaster management.

In addition, products must be tailored to the needs and livelihoods of households in both rural and urban areas. While farmers are undoubtedly vulnerable to natural hazards, also poor people living in highly populated urban centres, in proximity to natural hazards, are very vulnerable and require specific protection.

Source: The Micro-insurance Network Newsletter

Business development services

Business development services (BDS) are formal and informal non-financial services that offer entrepreneurs training, business information, technical assistance, business linkages, marketing support, access to technology, infrastructure development, and other non-financial services. BDS can target micro- and small-enterprises facing a variety of constraints including poor levels of education, weak management, competitive markets, lack of marketing skills, and so forth.

BDS is especially crucial in areas affected by conflict (e.g., displacement, refugee influx), and in post-conflict reconstruction situations where there has been damage both to human capital (e.g. labour force reduction) and to physical infrastructures (e.g. destroyed roads and production facilities).



Livelihood Recovery in Sichuan Province (re) starting businesses through Emergency - Start and Improve Your Business (E-SIYB)

The E-SIYB project was launched in July 2008 after the earthquake in Sichuan Province with an objective of contributing to livelihoods recovery in selected townships in the most affected counties in the Province. The intervention strategy was to re-establish destroyed small businesses and setting up new ones for those who lost their jobs and to see opportunities in the reconstruction phase.

The project targeted three types of beneficiaries: small entrepreneurs who lost businesses; workers who became unemployed and farmers who have lost their productive assets. The project expected 2,400 individuals (30% women) to be trained on ESIYB with a target of 1,700 businesses recovered/established.

Results of the project:

The E-SIYB project managed to train 2418 individuals of which 51% were women.

The E-SIYB project has shown a remarkable progress and effectiveness in achieving its objectives and completing all the planned activities. It has provided SYB and IYB training to 2418 enabling 88% of them to start/restart businesses. As an outcome of high business start-up rate, the employment creation has been contributing to provide 5.6% of the total employment requirement of Sichuan Province. Women's participation in the business start-up training was over 50% which is beyond the target. It is important to note that business groups have demonstrated very high rate of job creation.

The project exceeded the targeted number of people to be assisted with training and follow-up support services. Every 8 persons out of 10 who have received training has started a business and created 5 to 7 jobs.

The financial results of the E-SIYB were found very high comparing to the previous SIYB China project. On the basis of the donor contribution, the cost of the job created by the E-SIYB project was US\$ 56 which is about 4% of the annual income of the semi-skilled employee recruited by a business.

While achieving its overall objective, the E-SIYB project has had many other positive effects such as creating positive attitudes and hopes for people, drawing an attention of policy makers and business regulatory authorities, credit providers, and international development agencies.

Adapted by ILO/CRISIS from, Final Evaluation of Report of the 'Livelihood Recovery in Sichuan Province (re) starting businesses through Emergency -Start and Improve Your Business (E-SIYB) Project', ILO, 2009.

- training entrepreneurs in conflict-affected countries (Timor-Leste, Côte d'Ivoire, South Sudan, Burundi),
- supporting inclusion of refugees into their host communities (Zambia, Ghana)
- supporting re-integration of ex-combatants (Democratic Republic of Congo).

Key advantages of SIYB are:

- modules are available in 40+ languages
- training materials are low-cost and easily adaptable for specific sectors (tourism, green construction, agriculture) as well as for specific target groups (women, people with disabilities, people with low literacy levels, and people living with HIV/AIDS).

TOOL 5.42

GUIDE: Start and Improve your business, ILO, 2015

Improving working conditions and productivity in small and medium-sized enterprises (SMEs)

Small and medium-sized enterprises, especially in informal economic and agricultural sectors, provide significant support to the sustainable development of an economy in fragile settings but face many challenges such as raising productivity while improving OSH and working conditions. The participatory action-oriented training approach (PAOT) was designed to encourage and assist SMEs in taking low-cost, voluntary measures to improve working conditions and at the same time increase productivity. It has been widely applied in Asia and other parts of the world. The PAOT methods of the ILO, WISE programme (Work Improvement in Small Enterprises) and WIND programme (Work Improvement in Neighbourhood Development) have been successfully integrated into the National OSH Programmes of many countries as a practical method of extending adequate OSH protection to vulnerable sectors. The PAOT method can also be adapted to crisis situations, as happened during the outbreaks of avian influenza (2007-2010), pandemic

influenza (2009), or Ebola virus disease (2014), when the ILO developed easy-to-use action checklists and training materials to reach small-scale workplaces.

TOOL 5.43

GUIDE: Work Improvement in Neighbourhood Development: Practical Approaches for Improving Safety, Health and Working Conditions in Agriculture, ILO, 2014



Livelihoods for a Palestinian Refugee Camp in Lebanon

The Early Recovery Cluster under the UN Relief and Works Agency (UNRWA) Emergency Appeal for Nahr el Bared Palestinian refugee camp, has established a separate core area to cover livelihood issues. Using baseline data generated by the results of an UNRWA/ILO post-conflict livelihoods assessment, the Livelihood Recovery core area agreed to focus on three main areas of work:

- 1) Micro and Small Enterprise (MSE) Support
- 2) Skills Enhancement Programmes (vocational training)
- 3) A coordination mechanism to act as an umbrella and referral system for all livelihood recovery programmes

The Livelihood Recovery core area, led by ILO, UNRWA and two NGOs, also prepared a proposal for coordinating interventions for support to Micro and Small Enterprises (MSEs) and vocational training. They agreed on a target of reactivating 900 destroyed businesses and starting up 100 new businesses, to be led by female entrepreneurs.

Source: IASC (CWGER) News Update, December 2007, Issue No. 11

Women's entrepreneurship development

Women's entrepreneurship development activities help women overcome barriers to starting and running a business, resulting from their being socially and economically marginalised relative to men. When populations are uprooted this marginalization is often exacerbated. For instance, in "temporary settlements" or camps for displaced or refugee populations, women's access and control over resources is often much more restricted than usual.

Women's entrepreneurship development activities focus on reducing risks; for example:

- risks involved in starting a business can be reduced through business training and access to credit on reasonable terms (see the ILO/UNHCR Short Guide on Business Training);
- risk resulting from friction within the family or community can be reduced by promoting a positive attitude to entrepreneurship for women through awareness-raising;
- risks associated with accessing markets can be reduced through market appraisals and using business development services to improve marketing skills;
- risks resulting from operating alone in a business can be reduced by promoting membership of small business associations.

“GET Ahead for Women in Enterprise” is a training package and resource kit for low-income women and men engaged in or wishing to start a small-scale business. It differs from conventional business training materials as it highlights entrepreneurial skills from a gender perspective, whether applied to starting or improving an individual, family or group business. The learning objectives for users of the training package are:

- promotion of women's economic and social empowerment among low-income groups and an understanding of the rationale for providing equal opportunities to men and women in enterprise development;
- creation of a ‘business mind’ among low-income women engaged in small-scale income generation and in business;
- increasing the capacity of trainers to provide action-oriented, participatory training in basic business management skills for low-income women and their families.

TOOL
5.44

FACTSHEET: Gender & Entrepreneurship Together (GET ahead) An ILO Women's Entrepreneurship Development tool, ILO/Enterprise, 2015

TOOL
5.44
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MANUAL: GET AHEAD for women in enterprise, ILO, 2004



Stabilisation and Early Reintegration Support for Returnees in South Sudan

Together with the IOM, ILO provided basic entrepreneurial and business development training to returnees displaced by conflict in South Sudan. The project combined a range of vocational training courses including masonry, carpentry, electricity and mechanics (provided by IOM) with the Generate Your Business Ideas – GYB and GET Ahead modules to support beneficiaries to develop detailed business plans for a variety of livelihoods activities.

The skills training targeted: urban returnees and host community members in the cities of Aweil, Kuajok and Wau and primarily a) individuals with some earlier business experience, b) individuals with an established location to work from and c) women/youth looking for employment opportunities. The initiative had a strong gender focus and nearly 65 per cent of those completing the training were women. As part of the business skills training participants developed basic business plans. Through an evaluation process the most promising plans were identified and a startup kit to support the new business was provided. About 75 per cent of the business startup kits were awarded to women.

During the roll-out of the training, ILO examined the next stages of business support such as micro-finance, business registration, development of economic associations (e.g. producers and traders associations, income generation groups, cooperatives, business partnerships, etc.) and additional training for those businesses showing the greatest potential.

Source: Synthesis Review of ILO experience in Youth and Women's Employment in the MENA Region, in: http://www.ilo.org/wcmsp5/groups/public/-arabstates/-ro-beirut/documents/publication/wcms_432593.pdf

Short to medium term interventions to promote individual and local economic recovery

Multinational enterprises

Business linkages between multinational enterprises (MNEs) and local enterprises contribute to building skills and stimulating economic growth. Through its business operations and corporate social responsibility programmes, MNEs contribute to recovery and stability by promoting decent and productive work. The ILO MNE Declaration provides guidance in this regard through its principles in the field of employment, training, conditions of work and life, and industrial relations. It aims to encourage the positive contribution multinational enterprises can make to economic and social progress and to minimize and resolve the difficulties to which their various operations may give rise. While the MNE Declaration does not specifically address enterprises operating in fragile and disaster settings, its provisions are particularly relevant in this context, as countries recovering from crisis tend to have weak or non-existent labour inspection and workers might experience situations challenging respect for their rights and impairing their professional and skills development.

TOOL
5.45

POLICY DOCUMENT: Tripartite Declaration of Principles concerning Multinational Enterprises and Social Policy, ILO, 2006

TOOL
5.46

E-LEARNING MODULE: Business and Decent Work: an introduction to the MNE Declaration (www.ilo.org/mnelearning)

Local Economic Recovery

Local Economic Recovery (LER) is a local-level, area-based approach to promoting self-reliance, implementing post-crisis recovery of affected employment and economic activities, and reintegrating socio-economically

affected populations. LER optimises the use of the available local resources, which in turn maximises the employment-creation potential of relief and reconstruction investments. LER interventions are determined by locally-identified priorities. It is important to distinguish priorities and interventions. For instance, a community priority may be desilting of a dam. Whereas some approaches may only provide resources to do so, the LER approach aids an understanding of the wider socio-economic environment. In this case the real priority may be access to drinking water. Thus, the solution is to clean the dam, but also to set up a land use committee and a reforestation plan; to retrain farmers in irrigation and water use; to enquire and work with the newly empowered committee to address cultural or systemic issues regarding access to water for women, other communities, and so forth. LER also includes reconstruction works, social benefits, skills training, business development including the use of cooperatives, and finance.

LER priorities are set through a decentralized participatory decision-making process. The ultimate goal of LER is to create decent jobs and stimulate sustainable economic activity. In fragile and post-disaster situations, LER can build social cohesion through inclusive dialogue and planning that encourages people to work together towards a common goal. In refugee contexts LER can contribute to peaceful coexistence between refugees and their host communities.

LER ensures basic income for people, improves their employability, and includes measures to trigger job growth and local economic development, capitalising on the immediate opportunities created by reconstruction funds.

TOOL
5.47

GUIDE: Local Economic Recovery in post conflict situations, ILO/CRISIS, 2010

TOOL
5.48

EVALUATION: Local Economic Recovery: Rebuilding Livelihoods & Employment Opportunities (Indonesia), ILO, 2006



Engaging multinational enterprises on job creation in Cote d'Ivoire

As the economy of Côte d'Ivoire slowly recovers after a long period of crisis, building a bright future for the young generation is crucial. While the increasing number of multinational enterprises (MNEs) operating in the country is a promising source for local job creation, it remains largely untapped. Since 2010, the ILO provides assistance to the country building on the recommendations of the ILO Tripartite Declaration of Principles concerning Multinational Enterprises and Social Policy (MNE Declaration).

The ILO's intervention originally aimed at building knowledge and creating opportunities for the creation job opportunities for the young women and men affected by the crisis has been moving to an upstream approach and is supporting the country to integrate decent work considerations in the dialogue with new investors and to build the capacity of the constituents to engage with MNEs on the impact of their policies and practices.

Assessing prospects

In 2010, the ILO surveyed 30 multinational enterprises identifying ways in which they could through their business activities generate more and better jobs for local youth, both in their own operations and along their supply chains. The study financed by the government of Japan looked specifically at employment creation prospects in the four economic sectors that were attracting most of the foreign direct investment (FDI) in Côte d'Ivoire, namely agriculture and agri-business, banking, mining, and telecommunications.

Constructing a public-private dialogue

The findings and recommendations of the study were presented to representatives of the MNEs, who subsequently established a multi-stakeholder task force comprising of representatives of MNEs, training and research institutions, universities and government institutions responsible for youth employment under the leadership of the national employers' organization (CGE-CI) to ensure concrete follow-up to the recommendations of the study.

A subsequent High-Level Policy Dialogue provided a platform for key actors from both the public and the private sector to discuss how to translate their commitment to youth employment into concrete and joint action.

Translating commitments into action

A network of Human Resources Managers of companies taking part to the Task Force initiated collaboration with the Agency for Employment Research and Promotion (AGEPE) on internship opportunities for hundreds of young women and men. A number of these interns were subsequently hired by the companies. Dialogue between MNEs, training institutions and the public employment services agency led to partnership agreements with a number of MNEs. Specific skills development needs were mapped per sector. The agro-industry sector, for example, committed to training 1,000 persons per year over a three-year period. Other initiatives included introducing fiscal incentives to promote youth employment and youth entrepreneurship.

The ILO undertook a second study in collaboration with the national research institute (CIRES) to assess the existing and potential linkages between MNEs and local SMEs to strengthen the supply chain dynamics. In July 2014, representatives of government, employers and workers discussed the recommendations of the ILO study and adopted an action plan covering six strategic areas to: 1) promote local contracting, 2) establish a permanent MNE-SME dialogue platform, 3) enhance the human resources management capacity in SMEs, 4) evaluate the employment impact of FDI, 5) foster an enabling environment for technology transfer from MNEs to SMEs, and 6) stimulate SME development.

The ILO is now providing technical support to the Chamber of mines and conducts a study responsible business practices in the mining sector in line with the principles of the ILO MNE Declaration in view of exploring ways and means to strengthen linkages between MNEs and local businesses.

Building capacity for a sustainable engagement with the private sector

Côte d'Ivoire will now benefit from a two-year French funded project during which extensive training will be provided to representatives of the tripartite constituents and multinational enterprises to strengthen their capacity to promote and apply the ILO MNE Declaration and translate its principles in policies and practices. Tools and resources will be developed and specific attention will be paid on how to integrate decent work considerations (especially job creation and training) in dialogue with new investors.

More information: http://www.ilo.org/empent/units/multinational-enterprises/WCMS_329520/lang--en/index.htm

Source ENT/MULTI

**ILO LER Strategy in El Salvador earthquakes 2001**

Two earthquakes struck El Salvador in January 2001, killing more than 600 people, 3000 people went missing and close to 80,000 people sustained serious damages such as loss of houses, agriculture land, livestock, etc. The economic losses were estimated to be more than one billion USD.

Thousands of jobs were affected or completely lost. The goal of ILO's recovery project was to generate employment and promote local development, by maximizing the use of local resources and fostering synergies in the execution of public infrastructure works and related activities. Hence, micro and small construction enterprises and local communities were involved, and local workforce was hired to execute the works. A partnership and networking culture was promoted among the various private and public stakeholders in the local economy. Key support institutions such as business services were identified and their capacities assessed, with a view to engage them in economic development initiatives.

A labour market analysis served as basis for well-targeted training projects. By promoting the use of labour-based methods, the project helped generating employment and income, thus alleviating rural poverty. The capacities of local and national public entities were reinforced in promoting the use of labour-based methods in construction works, and small and micro enterprises were trained to be in charge of executing those works.

Source ILO/CRISIS

- Employability and short-term vocational training
- Business recovery support and microfinance services (growing into BDS)
- Technical assistance for institutions contributing to preparing the environment for socio-economic recovery

**Post-tsunami LER in Aceh and northern Sumatra provinces**

The December 2004 earthquake and tsunami devastated many areas in Indonesia – especially in the 14 affected coastal districts in Aceh Province and in the province of Northern Sumatra. The tsunami triggered by the massive earthquake caused an estimated 110,000 deaths and resulted in over 600,000 people losing their jobs, mainly in the agriculture, fisheries and services sectors.

The ILO response concentrated on the following core areas of ILO's mandate: (i) extending the provision of employment services, (ii) providing demand-driven short cycle vocational skills training and (iii) providing basic support to micro-enterprises, especially facilitating their access to finance

The programme placed a special focus on the needs of young people and on the gender dimensions of the interventions. In support of ILO's efforts, the Government of Finland granted ILO 2.0 million Euro to expand this livelihoods recovery programme in Aceh and North Sumatra area.

Source: "Local Economic Recovery: Rebuilding Livelihoods and Employment Opportunities, ILO Indonesia Tsunami and Earthquake Response", project reference INS/05/M07/FIN.

LER encompasses several of the above mentioned initiatives and may therefore include:

- Local rapid assessments, such as local economic profiling, labour market information, and territorial and institutional mapping
- Counselling and referral services for employment-related issues
- Cash and in-kind transfers
- Small-scale livelihood activities
- Community Contracting and employment intensive investment projects (EIIP)

**TOOL 5.49****EVALUATION: IRTAP Project Sri Lanka, ILO/Eval, 2007**

A country entering the reconstruction phase is often characterised by low capacities, high risks, and severe limitations. In reconstruction ILO's emphasis shifts from LERs to Local Economic Development (LED). LED works to rebuild the local economy and society by consensus-based action and with public and private entities, promoting local business capacity and

stimulating innovative aptitudes in the territory by using local resources and an integrated approach to a direct contribution to social justice.



Local Empowerment through Economic Development (LEED) in Sri Lanka

The ILO LEED Project (2010 – ongoing) uses a community-based approach in order to address the immediate needs of Decent Work and livelihoods at the ground level with the strategic goal of reducing North-South inequality that was at the heart of the 30 year conflict.

Different social groups, especially female-headed households, disabled persons and conflict-affected youth are brought together to jointly improve their economic condition and status. New business models such as joint ventures between cooperatives and large agro based companies, fruit, vegetable and fish exporters have restructured value chains, created decent jobs, increased and improved the reliability of incomes, addressed issues of power and disempowerment and totally transformed the lives of conflict affected communities. This is particularly evident for the large number of widows who face many cultural barriers to them earning a decent income. It has also empowered them so as they themselves can now address the exploitation that many of them had previously experienced.

The positive experience and outcomes through ILO's continuous engagement at both down- and upstream level has also empowered Sri Lankan fishery cooperatives to be part of the national board for the development of the National Fishery Improvement Plan for the blue swimming crab industry – a worldwide unique case. By December 2017 the total investment of 7.2M US\$ generously donated by the Australian Department of Foreign Affairs and Trade invested through the LEED project will be repaid /converted into direct verifiable incomes to producers (farming and fishing communities). The export sales value and indirect incomes generated will be many times more.

Source: Local Empowerment through Economic Development (LEED) Project, Chief Technical Advisor Mr. Joseph Connolly

TOOL
5.50

GUIDE: LED in Post-Crisis Situations, ILO/InFocus, 2001

TOOL
5.51

REPORT: Local Economic Development in Central America – the PRODERE experience, ILO and UNOPS, 2016

TOOL
5.52

REPORT: Local Economic Development in Central America: the PRODERE experience, ILO, 1999

Community-based Enterprise Development (C-Bed)

C-BED is a low-cost, easy to implement training programme for helping entrepreneurs and micro-business owners plan and improve their businesses. Carried out without external trainers or resources, C-BED has been specifically designed for use by poor, vulnerable and marginalized communities where funding and capacities are limited or communities are hard to reach owing to their social or geographical isolation.

C-BED is unique because of the 'learning without a trainer' methodology that is applied through action-based group learning. Participants work together in small groups to solve problems and through sharing existing knowledge and experience, and entrepreneurs are able to help each other understand formal business concepts such as costing or marketing and enhance their skills for business improvement. While many training packages are already available (business start-up, small business management, social protection, financial literacy etc.) new training – CB Tools – are constantly being developed to complement and expand opportunities for skills development in poor, vulnerable and marginalized communities.

For more information and case studies, please visit: <http://cb-tools.org/>

TOOL
5.53

GUIDE: C-Bed Training Package for Small Farmers in Indonesia, ILO et. al, 2015

TOOL
5.54

FACTSHEET: Community-Based Enterprise Development (C-BED)

Cooperatives recovery and development

Cooperatives are autonomous associations of persons uniting voluntarily to meet common economic, social and cultural needs and aspirations through a jointly-owned and democratically-controlled enterprise. Failure to allow Cooperatives and Self-Help Organisations (SHOs) projects to become independent and autonomous organizations is a common trap ILO interventions need to avoid.

Cooperatives are not a form of charity, but surplus-oriented enterprises with a focus on solidarity between their members.

What cooperative programmes offer:

- Focus on self-help coupled with mutual aid which increases resilience in the face of future shocks
- Contribution to preparedness and decreased vulnerabilities
- Provision of essential services and employment/livelihoods
- Addressing of socioeconomic inequalities
- Two-way information conduits and quick transmission of early warnings of natural disasters to their members
- Building on local traditional forms of cooperation: systems of work-sharing (e.g. at harvest times), irrigation/water sharing arrangements, rotating savings and loan clubs (each member pays into a fund regularly and each member takes it in turn to take a lump sum advance), burial societies, etc.
- Inclusion of trust building components: Cooperatives are schools for democracy which help combat xenophobia and racial, tribal and religious hatred, and rebuild communities
- Leadership and advocacy development

What are the limitations on development of cooperatives in fragile and disaster settings?

The establishment of sustainable Coops/SHOs and their democratic nature can make it a relatively lengthy undertaking. Unless already well-established, they are rarely the most appropriate mechanism for providing emergency humanitarian relief. However, they are able to operate in unstable situations, often at times when other forms of private business have ceased to function fully. Finally, the cultural and political context matters – Cooperatives might be associated with negative past experiences.

What are the first steps to initiate cooperative involvement?

It is essential to gather initial information about:

- a. **The Status of existing Coops/SHOs** – what Coops/SHOs already operate in the affected area and what is their current capacity to contribute to the crisis response programme?
- b. **The current perception of Coops/SHOs** – is there any history of partisan affiliation, political involvement or state control of Coops/SHOs, and if so what will this mean if they are to be advocated as part of the crisis response programme?
- c. **The existence of traditional forms of cooperation** – are there any existing traditional forms of cooperation taking place among the affected population and could these be relevant to the crisis response programme?
- d. **Identification of immediate opportunities to deploy Coops/SHOs** – Are there any quite obvious applications for either existing or new Coops/SHOs within the crisis response programme and, if so, what kind of Coops/SHOs specialists are likely to be required?
- e. **Legal framework** – What is the current legal status of Coops/SHOs and under what laws are they registered? Also, what impediments, if any, does the existing legislation present to the early involvement of Coops/SHOs in the crisis response programme?



A national strategy for Cooperative Development in South Sudan

South Sudan was engaged in intensive reconstruction, peace building, conflict pre-empting poverty reduction through economic development. High attention was put on rural development as a means of generating employment, improving livelihoods and achieving food security. The UN/ South Sudan Joint Programme on Creating Opportunities for Youth Employment (YEP) in South Sudan supported the Ministry of Agriculture and Rural Development to develop a national strategy for Cooperative Development in South Sudan. The final strategy was launched in May 2012 and has created a legal framework to establish a conducive environment for cooperatives in a majority of states in South Sudan. The framework seeks pro-poor, inclusive development, that is consistent with strategic plans including the South Sudan Development Plan, and has been formulated with as much participation as possible from cooperative members.

Source: Final Evaluation MDG Fund South Sudan

**TOOL 5.55**

REPORT: The Role of Cooperatives and other Self-Help Organizations in Crisis Resolution and Socio-Economic Recovery, 2001

**TOOL 5.56**

FACTSHEET: Cooperative Responses to the Refugee Crisis, ILO/Coop, 2016

**TOOL 5.57**

FACTSHEET: Cooperatives, ILO/Coop, 2015

5.6 Targeted interventions

The ILO aims to ensure that the design of recovery strategies is broad enough to address the needs of all population groups, particularly the most vulnerable. Specific programmes should be designed in collaboration with representatives of the groups themselves, taking into account their priorities, needs and potential contribution to the carrying out of different activities. In the past it has often been assumed that vulnerable groups benefit automatically from development efforts and that progress towards equality of opportunity takes place naturally. However, experience shows that if no specific focus on issues affecting the most marginalized is explicitly incorporated into the programming cycle, their position is likely to deteriorate rather than improve.

Integration of ex-combatants

Building on experiences in Afghanistan, Angola, Cambodia, Congo, the Democratic Republic of Congo, Guinea Bissau, Liberia, Mali, Mozambique, Sierra Leone, Solomon Islands, Sri Lanka and Tajikistan, the ILO has a recognised expertise in the socio-economic reintegration of ex-combatants. In particular, the ILO can provide support through:

- operational assistance in designing, supporting and co-implementing DDR strategies, action plans and programmes with emphasis on reintegration
- special programmes and tools for vulnerable ex-combatants requiring particular attention such as combatants with disabilities, youth, children, and female combatants

TOOL 5.50

GUIDE: LED in post-crisis situations: Vulnerability Assessment and SWOT Analysis Tool (p. 186 and p. 191-194)

- studies and advice on relevant technical fields such as training, labour markets, employment-intensive public works, micro-enterprise development, employment services and micro-finance
- step-by-step guidance through a practical manual on training and employment options for ex-combatants
- training package to help government officials and other relevant actors formulate, develop and implement effective national reintegration strategies
- inputs to conferences, workshops, university and training programmes on economic reintegration
- advocacy on international conventions, such as ILO Convention No.182 on the worst forms of child labour, which includes forced recruitment of children into combat (see the Factsheet on “Reintegrating child soldiers”).

The approach of IPEC to preventing recruitment of children at risk and ensuring sustainable reintegration of children formerly associated with the armed forces and similar groups is to focus



National Framework Proposal for Sri Lanka

The war between the Sri Lankan government and the LTTE ended on May 19, 2009, necessitating a disarmament, demobilisation, and reintegration process for former LTTE combatants. The National Framework Proposal on the Reintegration of Ex-combatants into Civilian Life in Sri Lanka was developed by the Sri Lankan Ministry of Disaster Management and Human Rights. Technical and financial assistance for the Framework development process was provided by the ILO. Even prior to the end of the war, sensitization workshops were facilitated by the ILO to highlight the DDR challenges Sri Lanka would be facing, after which working groups consisting of government officials, policy makers, members of the armed forces, and local advisors were formed to formulate sections of the National Framework Proposal. The consultation workshops provided a forum which was inclusive and responsive to the needs of LTTE ex-combatants and other paramilitary groups. The Framework was validated in a high-level national workshop at the end of July 2009.

Source: from Guidelines for the Socio-economic reintegration of ex-combatants and extracted from National Framework Proposal on the Reintegration of Ex-combatants into Civilian Life in Sri Lanka, (July 2009).



Examples of ILO DDR Field Initiatives

In Sri Lanka, ILO developed a strategy to begin reintegrating ex-combatants who had already left the army, building national capacity for the major challenge of disarming, demobilising and reintegrating some 200,000 combatants in the near future.

In Afghanistan, ILO developed a “Training for Peace” component using community-based training for the multi-agency Afghan Demobilisation and Reintegration Programme.

In the African Great Lakes, covering Rwanda, Burundi, and the Democratic Republic of Congo, the ILO developed a prevention and socio-economic reintegration programme for child soldiers, using a regional strategy to address the complexity of children crossing borders.

The ILO was an active partner in the Multi-Donor Reintegration Programme for seven African countries, coordinated by the World Bank, aimed at assisting governments to develop and implement their own national reintegration programmes.

In south-central Somalia, ILO-IPEC initiated the project “Prevention of Child Recruitment and Reintegration of Children Associated with Armed Forces and Groups (CAAFAG)”. Activities included vocational skills training based on labour market demand and entrepreneurship training to 200 children of legal working age. The training was linked to employment opportunities through the provision of job placements for wage employment and grants for those wishing to start their own business. The success of the project culminated in the ratification of the Worst Forms of Child Labour Convention, 1999 (No.182) by the Federal Government of Somalia

Source: ILO Project Report

on providing sustainable work opportunities for children of legal working age.

This is intended to optimize the ILO's value added in the field of skills development and employment support. In this way the ILO complements the interventions of other agencies that are involved in the release of children and other aspects of their reintegration. The ILO has implemented projects to support the economic reintegration of children released from armed forces and similar groups and to prevent recruitment of children at risk in Burundi, Colombia, Congo, Democratic Republic of Congo, Philippines, Rwanda, Somalia and Sri Lanka.

**TOOL
5.58**

POLICY DOCUMENT: National Action Plan of the National Framework Proposal for Reintegration of Ex-combatants into Civilian Life in Sri Lanka, Ministry of Disaster Management and Human Rights, 2009

**TOOL
5.59**

POLICY DOCUMENT: National Framework Proposal for the Reintegration of Ex-combatants into Civilian Life in Sri Lanka, Ministry of Disaster Management and Human Rights, 2009

**TOOL
5.60**

GUIDE: Training and Employment Options for Ex-combatants, ILO, 1997

**TOOL
5.61**

GUIDE: Socio-economic Reintegration of Ex-combatants, ILO/Crisis, 2010

**TOOL
5.62**

EVALUATION: Projet de Réinsertion Socio-économique des Démobilisés au DRC, André Damiba, 2012

Integration of youth

When dealing with Employment and DW for youth in fragile settings, the ILO suggests to:

- Sensitise and mobilise key actors in government, workers' and employers' organisations, international agencies, and relevant NGOs as well as other central social partners, including youth organisations and religious groups, on employment challenges affecting young people in crisis contexts
- Create specific programmes to help youth become employable (e.g. job search assistance, coaching, core skills training, demand-driven training programmes, and small business creation)
- Increase the completion rate of programmes and improve employment prospects, by ensuring that training is adapted to young people's abilities, interests and needs. For instance, visual material and interactive techniques can be used in areas with high rates of illiteracy, and be complemented by basic literacy classes
- Link active job search activities and vocational training with social protection measures and social services. Establish local or mobile service desks with information on the various labour market and social services and benefits available for youth.
- Take account of the specific needs and challenges of the most vulnerable sub-groups of young people such as women, ethnic minorities, the disabled and the war-affected
- Assess the special needs of conflict-affected youth with psychologists or trauma therapy specialists, and develop broader employment and training programmes that include peace education, trauma therapy, HIV/AIDS prevention, and components to improve self-esteem, confidence, social responsibility and dignity
- Promote new dimensions of intervention using alternative approaches (such as sports) to reduce the impact of psychological trauma and tensions on youth and to provide positive role models and opportunities.
- In post-conflict situations, prioritise the rehabilitation of violence-affected youth populations by prioritising cognitive therapy,
- The ILO consider the specific needs of "youth" when conducting need assessments. Include consultations with youth and youth organisations

behaviour change and other forms of non-cognitive support. Young people need to handle a trauma before they can become productive members of society.

- Encourage unconditional, creative forms of economic opportunity programmes that allow young people to have significant voice and decision-making power in the design and implementation of employment programmes which affect them. Evidence suggests that young people make effective use of education, capital and financial inputs when they are allowed to self-organize and make their own decisions.



Promoting Youth Employment in DR Congo

The youth employment project in Katanga in the Democratic Republic of the Congo aims to provide employment and income-generation opportunities within an integrated policy framework. It received 5.5 million USD in funding from the Belgian Government for the period 2012-2015.

It provides a set of coordinated measures in five policy areas:

(i) entrepreneurship capacity building for young women and men; (ii) access of young entrepreneurs to microfinance and other financial products and services; (iii) enhanced vocational training and professional education systems that better match the needs of the labour market; (iv) improved capacity in the governance of the local labour market; and (v) greater impact on job creation and local suppliers of multinationals operating in the province. The project is based on the hypothesis that adaptive capacity is a vector of resources and assets, a base from which adaptations and transformations can be made in post-conflict contexts. Hence this sustainable development project supports and strengthens local adaptive capacities, contracts local suppliers and partners, and develops networks of local trainers and new tools for youth entrepreneurship. It promotes a multi-stakeholder approach with national and provincial ownership, incorporating the important role of local actors, community arrangements, associative dynamics and social dialogue.

Source: ILO YEP: Programme d'Activités pour l'Emploi des Jeunes dans la Province du Katanga, in : http://www.ilo.org/wcmsp5/groups/public/-europe/-ro-geneva/-ilo-brussels/documents/genericdocument/wcms_180505.pdf



Joint Programme on Youth Employment in Somalia

This joint initiative between the ILO, FAO, UN-Habitat and UNDP aims to capitalise on security, governance and reconciliation achievements by expanding employment opportunities for young Somali men and women.

The programme focuses on creating employment opportunities in the sesame, dairy and fishery value chains, providing vocational training which is responsive to market demand and rehabilitating urban and rural infrastructure for improved access to economic and social facilities. To date, ILO engaged youth in the rehabilitation of roads identified through community consultations in Berbera and Baidoa, completed an assessment of the capacity of TVET centres to deliver training to identify partners for the training component of the programme.

Source: ILO Project Briefs



TOOL
5.63

PROJECT DOCUMENT: Joint Programme on Youth Employment in Somalia, 2015

Integration of refugees, IDPs and returnees

Since the early 1980s the ILO has been providing technical assistance to IDPs and refugees in a variety of countries affected by conflicts, including Pakistan, Somalia, Sudan, Thailand, Ukraine, Cambodia, and countries in Southern Africa, Central America and, more recently, the former Yugoslavia.

When large numbers of refugees or IDPs come into an area it is necessary to assist both them and the host community, but separately so as to ease possible tensions. They may find that there is suddenly far greater competition for jobs, and that there are fewer resources available for economic development. It is therefore important to provide assistance to these host communities to build resilience, particularly through measures to promote employment, social protection and training opportunities for them, as well as for the displaced populations. When

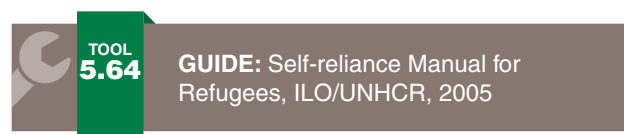
a crisis is over, it is important that refugees and IDPs have an opportunity to return voluntarily to their homes or to other areas in their regions or countries of origin. When they return, crisis recovery measures are particularly important so that they do not fall into extended poverty and unemployment. Particular attention should be paid to employment creation, social protection and to their socio-economic reintegration. It is likely to be necessary to ensure that there are training opportunities to help them either recover lost skills – especially in the case of protracted displacement and related extended unemployment – or gain new skills when the post-crisis economic environment presents new opportunities. ILO links short-term aid to longer-term investment in human and productive resources, by:

- i. lending technical assistance in the immediate context of exile and displacement, while developing technical, entrepreneurial, organisational, programme-planning and negotiation skills that would help refugees and IDPs when they return home to re-build their lives and communities;
- ii. targeting individuals, but also the organisations representing them and their communities, by building up their capacity to organise themselves, identify and plan priorities, and negotiate with national authorities and international development cooperation agencies.

Social protection can address the basic and longer-term needs of refugees and stateless persons, provide more durable and cost-effective solutions to often protracted situations, and reduce potential social and economic tensions with host communities whose resources are often depleted following a massive population influx. In their countries of origin, social protection can facilitate return and integration, act as an economic stabilizer, promote social cohesion and contribute to preventing further crises.

To support timely transition from temporary, donor-funded assistance measures to more sustainable and nationally-owned social protection systems that are inclusive and accessible to refugees, the ILO, in collaboration

with other partners, is identifying ways in which humanitarian interventions can serve to finance refugees' contributions to existing social and health protection schemes, while strengthening these systems for the benefit of the host country's population during and beyond the crises.



Integration of children

While UNICEF is the lead UN agency concerned with the protection of children, the ILO can make useful contributions, supporting governments through:

- implementation of strategies, policies and programmes that offer access to and delivery of social and health services for vulnerable and socially excluded households, hard-to-reach children, and children with special needs, where possible including a basic social protection floor;
- support for families' capacities to protect their children by working towards a system of social protection through, for instance, cash transfer schemes; public works; access to credit, insurance and savings schemes; and strengthening and implementation of national protection frameworks to protect children from exploitation;

With the adoption of the Worst Forms of Child Labour Convention (no. 182) 1999, the ILO was called upon to boost efforts to end children's participation in the worst forms of child labour, including armed conflicts. The Convention defines as among the worst forms of child labour "forced or compulsory recruitment of children for use in armed conflict," as well as "work which, by its nature or the circumstances in which it is carried out, is likely to harm the health, safety or morals of children."

With its partners ILO promotes long-term socio-economic reintegration of child soldiers. Key elements include vocational

training, apprenticeship programmes, family support, stipends, psycho-social counselling, detoxification, capacity-building of local institutions, and partnership development. ILO recognises the need to consult child soldiers themselves in planning and implementing projects.



Preventing child exploitation after the Tsunami

The ILO-IPEC activities in Indonesia and Sri Lanka are designed to respond to existing and emerging child labour issues in the context of the country's post-tsunami rehabilitation and development process. ILO's activities adopt a dual strategy: guidance, advice and support to policy-makers for the integration of child labour concerns in the country's overall emergency response, and targeted interventions to reduce and prevent child labour through a range of social services.

ILO-IPEC moved quickly to start up a new programme in Banda Aceh, Indonesia. Together with the local Manpower Office, ILO-IPEC provides basic skills training programmes to 15-17 year old youth living in camps for displaced persons. A Children's Centre provides a range of services to children both in the camps, and in communities where many tsunami-affected children live.

In Sri Lanka, targeted intervention focused on two tsunami-affected districts - in the Eastern Province, the District of Trincomalee, Kinnya; and in the Southern Province, the District of Galle, Koggala. Working with community structures, the plan includes providing affected children with educational and training opportunities as well as access to social services, and access to local and national social safety nets for their families and guardians.

Source: "World of Work", the magazine of the ILO, No. 43, April 2005.

In fragile and disaster settings the ILO can contribute to protecting children, and in post-conflict scenarios it has made several recommendation and policies focused on children based on the following considerations:

- prevention of child labour in fragile settings, while more difficult to measure, is more cost effective and such measures should be included and mainstreamed in other programmes;

- gender dimensions should also be considered in reintegration of children, given that girls or boys may be singled out for sexual exploitation;
- financial pressure on a household could be eased by unconditional child support grants, family allowances, needs-based social assistance, and social pensions for the poor;
- adverse impact on children should be avoided;
- interventions should take place as early as possible when children are at risk;
- age-specific vulnerabilities should be addressed through a life-cycle approach;
- special provision should be made for children with specific vulnerabilities or belonging to specific groups;
- the mechanisms of intra-household dynamics should be taken into account;
- the voices and opinions of children and caregivers should be heard ²⁶

The ILO has learned many lessons in re-integrating former child soldiers including the following:

- (in most cases) it is better to address the needs of children affected by war in general, instead of singling out child soldiers;
- it is important to build up the capacity of relevant national decision-makers in the task of reintegrating young soldiers, which is essential for long-term impact;
- flexibility is key in adapting the approach to the specific needs of individual youngsters needing reintegration; needs vary greatly according to culture, age, social status, and their tasks and experiences while serving as soldiers and earlier.

²⁶ UNICEF et al. (2009): Joint statement on advancing child-sensitive social protection (ILO, UNDP, UNICEF, WB, DFID, IDS, ODI, etc)

TOOL
5.65

GUIDE: Children formerly associated with armed forces and groups: How-to guide for economic reintegration, ILO/IPEC, 2010

TOOL
5.66

PUBLICATION: Young Soldiers – Why they Choose to Fight: Introduction, Rachel Brett and Irma Specht, Lynne Rienner Publication, 2004

TOOL
5.67

STRATEGIC FRAMEWORK: Prevention of child recruitment and reintegration of children associated with armed forces and groups: Strategic framework for addressing the economic gap, ILO/IPEC, 2007

Integration of people with disabilities

ILO technical assistance with promotion of the rights of persons with disabilities to work and employment in situations of fragility, conflict and disaster is based on more than 20 years of organizational experience. To support disabled persons, taking account of their rights and their full socio-economic potential, ILO aims to boost employment, self-reliance, and income-generating capacity in the context of inclusive labour markets. ILO adopts a twin-track approach in its disability inclusion work. While track one comprises disability-specific actions, track two seeks to ensure that general initiatives are inclusive of disabled persons.

In recent years ILO has helped governments, NGOs and organisations of people with disabilities provide vocational skills training for disabled ex-combatants. ILO has implemented such programmes in Afghanistan, Angola, Bosnia and Herzegovina, Cambodia, Ethiopia, Mozambique, Namibia, Palestine, and Zimbabwe. Generally, the vocational training has been provided in existing mainstream centres, although at times special facilities have also been used. The programme integrates counselling and rehabilitation in some projects, especially with severely disabled people or those with severe psychological trauma.

Where buildings and infrastructure are being rebuilt, ILO and its partners press for greater accessibility of the rebuilt environment to people with disabilities. An accessible environment, for example with ramps and wider doors, as well as accessible transport and information (e.g. information in alternative formats) effectively promotes access to labour market opportunities for people with disabilities.



Preparing disabled ex-combatants for reintegration in Namibia

During the war for Independence led by the South West Africa People's Organisation (SWAPO), the ILO collaborated with the Government of Zambia to assist SWAPO in implementing two successive projects (1982-87 and 1987-91) for its disabled former freedom fighters, exiled and left idle in refugee camps in Zambia. It provided a mix of services, from basic education and English language instruction to orthopedic and other medical care, vocational rehabilitation, skills training and job placement. Some 240 SWAPO disabled ex-combatants received training in 14 vocational trades in 10 mainstream Zambian institutions, before returning to Namibia in 1990 upon independence.

Source: "People with disabilities in crisis response", ILO/CRISIS Fact Sheet, May 2003.

From this experience the ILO has learned many lessons, some of which are outlined below:

- Mention people with disabilities explicitly as part of any target group and consider disability-related needs when conducting need assessments as well as when designing policies and programmes. The ILO can provide examples of TORs or other studies and tools that were developed in country-specific cases.
- Involve local Disabled Persons' Organizations in decision-making and all relevant bodies to ensure that people with disabilities are not overlooked in reconstruction and recovery efforts.
- Ensure the inclusiveness of crisis preparedness measures. People with disabilities might need reasonable accommodation for their

disability-related needs, including emergency evacuation chairs for those with difficulties in descending stairs, and customized preparedness messages and material in alternative formats. Also consider assistant or “buddy” schemes for evacuation procedures as well as agreed procedures for contacting people with disabilities.

- Mainstream support for people with disabilities in broader programmes such as vocational training, business development support and financial services. In the context of post-conflict or post-disaster countries, promotion of self-employment, enterprise and entrepreneurship development schemes open to people with disabilities should be prioritized, while at the same time ensuring general accessibility and provision of reasonable accommodation, if needed.
- Sensitize and provide capacity-building to stakeholders on disability issues so as to raise awareness of people with disabilities and promote equal employment opportunities. There is often a strong need to change perceptions of and attitudes to people with disabilities and of their capacities to be productive and self-reliant citizens. ILO Disability Equality Training (DET) has proved a powerful tool in this regard.
- Incorporate the social protection perspective and ensure access for people with disabilities to social protection programmes. Keep in mind that people with disabilities might have disability-related extra costs which should be covered by social protection programmes which in turn should also be designed in such a way as to encourage labour market inclusion of disabled persons.

TOOL
5.68

GUIDE: Moving towards disability inclusion, ILO, 2011

TOOL
5.69

MANUAL: Accessibility and Tool Adaptations for Disabled Workers in Post-conflict and Developing Countries, David Dilli, 1997

TOOL
5.70

TOOLKIT: Disabilities among refugees and conflict-affected populations, 2008

TOOL
5.71

GUIDE: Working with Persons with Disabilities in Forced Displacement, UNHCR, 2011

Integration of people in the informal economy

Recommendation 204 (R204) is built on the shared understanding and experience of tripartite constituents of the world of work to the effect that transition to the formal economy can best be facilitated through an integrated strategy²⁷. The recommendation provides some clear policy guidelines and guiding principles to facilitate formalization of the informal economy, acknowledging the diversity of settings, situations and conditions within the informal economy around the world. It advocates a practical approach to achieving the following inter-related triple objectives:

1. to facilitate the transition of workers and economic units from the informal to the formal economy, while respecting workers' fundamental rights and ensuring opportunities for income security, livelihoods and entrepreneurship;
2. to promote the creation, preservation and sustainability of enterprises and decent jobs in the formal economy and the coherence of macroeconomic, employment, social protection and other social policies; *and*
3. to prevent the informalisation of formal economy jobs.

In fragile states and post-conflict or disaster situations, the transition to formality is an important component of the Decent Work strategy for improving working and living conditions, strengthening the recovery process and consolidating peace and social cohesion.

²⁷ ILO, Governing Body 325th Session, Geneva, 29 October–12 November 2015, GB.325/POL/1.

The ILO has for more than 40 years played a leading role in placing the topic on the international policy agenda, through research on the drivers of informalisation, exchange of good practices on formalization, and strengthening of the capacities of tripartite partners to facilitate transition from the informal to the formal economy.²⁸

Integration of people in specific sectors

ILO's sectoral experiences can shed light on how sector-focused interventions have helped to build back livelihoods sustainably.



Tourism: Resilient livelihoods through tourism workforce development: skills development on tourism products and services in Busuanga and Coron

Natural disasters can damage infrastructure which can have long-term ramifications on tourism, which in turn devastates small communities that rely heavily on the sector for livelihoods. Because of the economic importance of tourism in Palawan, the post-disaster recovery efforts of the ILO in this region included support to the local labour force to provide options for developing resilient livelihoods in the tourism sector as well as in other much needed industries. In partnership with the Technical Education and Skills Development Authority (TESDA), the ILO engaged 180 displaced worker-beneficiaries (146 women, 34 men) in various tourism-related skills training programmes. The partnership supported two tracks: construction-related skills training (such as carpentry, masonry, and plumbing, among others) to meet short-term rehabilitation and reconstruction demands; as well as service-related skills training (for example in tourism, wellness and hospitality) to meet the medium and long-term needs of the local labour market. The ILO acknowledges the growing importance of acquiring TESDA assessment and certification as it is increasingly becoming a requirement for employment by companies and industries. They now recognize certified workers as products of rigorous training that is necessary to build a skilled workforce. TESDA graduates will also have improved prospects in entrepreneurial and self-employed endeavours. Finally, Using the ILO's Community-Based Enterprise Development (C-BED) methodology, the trainees prepared group business plans, which they then presented and submitted to national government agencies and potential investors. The activity, which coincided with the celebration of the National Disaster Consciousness Month in Busuanga, was also an opportunity for these aspiring entrepreneurs to showcase and sell their products and services to community residents.

Source: Sustainable livelihood and recovery for Super Typhoon Haiyan-affected communities, in: http://www.ilo.org/wcmsp5/groups/public/---asia/---ro-bangkok/---ilo-manila/documents/publication/wcms_427189.pdf

28 ILO, BIT: *The informal economy and decent work: A policy resource guide: Supporting transitions to formality* (Genève, 2013)



Agriculture: Sustainable livelihood recovery for smallholder farmers: land preparation and establishment of contour farming in Ormoc City

Over 1.9 million or 33 per cent of affected workers after Super Typhoon Haiyan (Yolanda) were in the agricultural sector. The International Labour Organization (ILO) initiated the Sloping Agricultural Land Technology (SALT) in Ormoc, a city in the Province of Leyte, to help small-scale farmers displaced by the super typhoon to restore their lands and achieve sustainable production. The ILO partnered with the Food and Agriculture Organization (FAO), which provided technical assistance on the SALT method as well as planting materials. SALT, also referred to as contour farming, is advantageous for small-scale farmers with few tools and little capital as it requires little space. Establishing a SALT farm, which involves tasks like locating contour lines and seedbed preparation, is labour intensive. All SALT workers were given minimum wages and social protection (social security, health, and accident insurance) throughout the duration of their employment, which provided them with much needed income. As permanent crops such as coffee, cacao, banana and other fruit-bearing trees on the SALT farm become established, less labour is needed for planting, maintenance, and harvesting. Upland farmers' knowledge on sustainable climate-smart agriculture has increased, including on the contribution of SALT to soil erosion control, soil protection and landscape stability. As well, farmers learned how to construct a composting pit as well as how to collect and prepare organic waste material. All of these skills help to improve farmers' resilience to natural disasters. Finally, the SALT farms serve as training sites for farmer field schools, which enhances indigenous knowledge. Indigenous knowledge helps reduce the vulnerability of communities to climatic disasters. This is because communities that have experienced prolonged drought, typhoons and flooding have over time generated a wealth of local knowledge systems to gather, predict, and interpret information related to the weather and climate. This can inform farms' decisions on cropping patterns, planning dates, and what to grow.

Source: Sustainable livelihood and recovery for Super Typhoon Haiyan-affected communities, in: http://www.ilo.org/wcmsp5/groups/public/---asia/---ro-bangkok/---ilo-manila/documents/publication/wcms_427189.pdf



Infrastructure and construction: Strategic collaboration for disaster resilient infrastructure: improving the resilience of social and economic infrastructure and facilities in Busuanga, Palawan

Greater resilience to social, natural and economic shocks is underpinned by sufficient infrastructure. Therefore the ILO partnered with the Municipal Disaster Risk Reduction and Management Office (MDRRM) in Busuanga to improve two school sites, one road, and one boat landing stage. A total of 453 worker-beneficiaries (306 women, 147 men) were employed as construction workers. The Salvacion-Putod Municipal Road serves as an important gateway to the town centre and to the rest of Busuanga Island, and is connected to what will become the principal seaport of Busuanga. Guided by the ILO's expertise on road improvement technologies, the municipal government and community workers installed embankments, culverts and riprap walls, allowing the road to better withstand additional pressure from ten-wheeler trucks carrying construction aggregates to the seaport. Furthermore an improved boat landing stage was constructed in Sitio Calautit in Calautit Island, which is home to 2,000 individuals primarily from the Tagbanua indigenous people group, who rely on fishing and farming. The previous boat landing structure was small and vulnerable to strong waves. The new landing stage now functions as a passenger terminal, a trading station, and a breakwater.

CHAPTER 6 MOBILIZING RESOURCES IN SITUATIONS OF FRAGILITY, CONFLICT AND DISASTER

Responsibilities for pursuing external resources in fragility, conflict and disaster settings require that the ILO employ an agency-wide effort. This chapter concisely presents internal and external resource mobilisation mechanisms which can support ILO's field-level activities. While resource mobilisation is presented as a separate chapter in this guide, it is in fact part of one continuous and dynamic process in fragile, conflict and disaster situations.

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“Development finance can contribute to reducing social, environmental and economic vulnerabilities and enable countries to prevent or combat situations of chronic crisis related to conflicts or natural disasters. We recognize the need for the coherence of developmental and humanitarian finance to ensure more timely, comprehensive, appropriate and cost-effective approaches to the management and mitigation of natural disasters and complex emergencies.(...) We recognize the major challenge to the achievement of durable peace and sustainable development in countries in conflict and post- conflict situations. We recognize the peacebuilding financing gap and the role played by the Peacebuilding Fund. We will step up our efforts to assist countries in accessing financing for peacebuilding and development in the post-conflict context.”

Addis Ababa Action Agenda, paras. 66 and 67

6.1 Overview of resource mobilisation

It is important to activate field responses quickly. In the past the ILO has missed numerous fundraising opportunities because the agency lacked on-the-ground presence, speed or flexibility. In response to this the ILO reform seeks to achieve more focused ILO programmes. The reduction from nineteen to ten in the number of programme and budget outcome areas suggested for 2016–17 enhances the focus of the Organization’s development cooperation programme, and the Flagship Programmes should further sharpen ILO’s DC profile. The resource mobilization operating principles, outlined in the ILO’s Development Strategy 2015-2017, stress the importance of preparedness and flexibility to make development cooperation responsive to the needs of countries facing fragility and special situations. As per the operating principles outlined in the GB Paper on the Development cooperation strategy, “preparedness and flexibility are required to make development cooperation responsive to needs in countries facing fragility and special situations.”

Resource mobilisation in slow and sudden-onset emergencies and protracted crises

In the HPC presented in chapter 3, resource mobilization is the third element after the joint needs assessments and strategic response planning. Indeed, the credibility and accuracy of assessed needs, the strategy and response priorities, and the perceived “reasonableness” of funding requirements as well as the perception of the “collectiveness” of engagement within the programme cycle, have an impact on donor decision-making.

As regards direct funding, the top humanitarian donors tend to make their main decisions within 72 hours of sudden-onset emergencies. For protracted crises they tend to decide during the last quarter of the calendar year, for disbursement early in the next year.

At the project or programme level, Clusters play an important role in facilitating funding allocations from pooled funds to cluster partners; they may wish to approach donors for resources to fulfil their cluster response plan. Organizations also fundraise individually and are expected to propose activities to donors that are consistent with the strategic objectives and cluster response plans and activities.

Experiences suggest that the role of decentralized resource mobilization is primordial. During 2012 and 2013 40 per cent of XBTC was mobilized locally and this trend is likely to continue, given the continued decentralization of decision-making by funding partners, new opportunities for domestic development funding, and cooperation with regional development banks, regional institutions and the UN system at country level.

In addition, local resource mobilisation provides the ILO with promising and unexploited potential for expanding extra-budgetary resources. The ILO must find ways of being present in-country and participating in UNCT inter-agency meetings if it wishes to access funds generated through Flash Appeals and humanitarian response plans, pooled funding or MDTF mechanisms. A remote strategy will rarely work.

Local resource mobilization is pursued including through DWCP resource mobilization plans. Donors and partners are increasingly indicating their intention to channel funds through UNDAF or Poverty Reduction Strategy Papers (PRSP) or directly through the recipient government in the form of budget support. Thus by participating in these national development processes the ILO can develop contacts and working relationships with the local donor community.



6.2 Internal mechanisms for resource mobilisation

This section provides a synthesised overview of internal funding mechanisms since existing guidance is provided in the DC Manual.

As natural disasters usually occur cyclically in disaster-prone countries, DWCP can include specific objectives to mitigate the effects of disaster risks on employment and DW. In the case of conflict prevention, in countries prone to social tensions and conflict the DWCP can also include peace-sustaining objectives through social dialogue.

RB and RBTC funding can be used for enhancing constituents' capacities in fragile settings by linking them to CPOs associated with appropriate indicators (e.g. 1.4, result criteria 3: "Constituents in fragile States or disaster-prone States include productive and Decent Work in their conflict prevention, disaster risk reduction and recovery measures").

In cases of unplanned emergencies that may happen following a sudden onset disaster or a peace process resolution, Country Offices can consult with PROGRAM to consider creation of a new CPO that was not foreseen at the beginning of the biennium in order to allocate RBTC resources for the specific crisis recovery process.

Regional reserve for crisis responses and DG Special Reserve	The field office can submit a proposal to the regional office for the regional special reserve. The proposal should cover not more than one budgetary cycle. The field office can also submit to the CABINET a request for the DG Special Reserve.
Programme Support Income fund (PSI)	Resources drawn from Programme Support Income, or PSI, can be used to fund a crisis response coordinator in the field.
Regular Budget (RB)	Resources drawn from RB can be used to release specialists (and consultants) and support logistics for urgent support to field offices.
Technical Cooperation (TC) programme budgets	Crisis response activities can also be funded with resources drawn from ongoing ILO technical cooperation (TC) programmes in-country or globally by readjusting project objectives and requesting donors' acceptance of the revision.
Slippage	Crisis response activities can also be funded with resources drawn from slippages. This can be done, for example, by using RB, RBTC and Staff Development Slippages when the biennium is closing.
Regular Budget Supplementary Account (RBSA)	RBSA can be also used for crisis response/preparedness to enhance ILO's capacity to achieve CPOs and DWCP objectives in situations of fragility, conflict and disaster. The procedures for access and use of RBSA are the same as in non-crisis programmes.

 **ILO Post conflict Early Recovery in Sri Lanka (a proposal submitted to the DG Reserve Fund)**

The war between the Government of Sri Lanka and the Liberation Tigers of Tamil Eelam (LTTE) ended in May 2009, following 26 years of civil unrest. Despite the success of the military campaign, a large number of men and women have lost their lives or have been displaced. Furthermore, around 9,000 ex-combatants are held in transit camps, undergoing demobilisation and disarmament and seeking reintegration. In response, the ILO submitted a project for funding through the DG Reserve Fund, entitled “Emergency Livelihood Recovery Opportunities for Internally Displaced Persons and Ex-combatants in the Northern province of Sri Lanka.”

The overall ILO approach for recovery programme consists of two components:

- Support to government institutions in delivering technically sound services by transferring technical capacities and practical tools (e.g. joint rapid assessments, provision of specific trainings on entrepreneurship development, vocational training etc.)
- Co-implement, with line ministries and constituents at local and national level, pilot and medium-term projects addressing directly the needs of the most vulnerable population i.e. disabled, female headed households and youth and projects aiming at strengthening the capacities of local institutions for sustainable decent work. The projects will fill gaps, complement and add value to national and international agency implementation capacity.

Source: “Emergency Livelihood Recovery Opportunities for Internally Displaced Persons and Ex-combatants in the Northern Province of Sri Lanka,” concept note, ILO Colombo, 07/08/2009.

6.3 External mechanisms for resource mobilisation

The table below provides an overview of some possible external mechanisms discussed in this chapter which can be useful in mobilising

financial resources in support of ILO's response in fragile, conflict and disaster situations.

External resource mobilisation mechanisms

ACTIVITY	EXTERNAL MECHANISMS
Prevention / Mitigation	Global Facility for Disaster Risk Reduction (GFDRR)
	XBTC
	PPP
Preparedness	XBTC
	PPP (Public Private Partnerships)
	Flash Appeal
	SRP (Strategic Response Plans)
	Central Emergency Response Fund (CERF)
	Transition Appeals
	Ad Hoc Donor's Conferences
Response	Common/Pooled Funds
	Multi-Donor Trust Fund (MDTF)
	Peacebuilding Fund
	Bilateral donors funding
	Global Facility for Disaster Risk Reduction (GFDRR)
	Human Security Trust Fund
	One UN Fund
	XBTC
	PPP

Participating in FA and humanitarian response plans

While there is no specific mechanism for planning and funding of early recovery interventions, donors recommend integrating early recovery strategies and activities within existing appeals mechanisms such as the Flash Appeal (FA) and the humanitarian response plan. However, in some cases a special transition appeal may be launched.

The Consolidated Appeals Process (CAP) as employed up until September 2013 has been discontinued in line with the IASC Transformative Agenda. Henceforth appeals are organised

by way of the Humanitarian Programme Cycle (HPC). *See section 3.1 in Chapter 3*

FA and humanitarian response plans are tools for structuring a coordinated humanitarian response (*see also section 3.1 in Chapter 3*).

The RC/HC, supported by OCHA, is responsible for producing the FA within three to five days of an emergency. Organisations that have been asked to lead and coordinate the response within a given sector or area of activity (i.e. cluster or sector leads) have a key role of working with all relevant partners to develop the response plans and vet project proposals for inclusion in the appeal.

It depends on context the whether livelihoods projects are best addressed in the initial appeal or in later revised appeals. The ILO proposals in the FA are usually categorized in sectors such as “sustainable livelihoods”, “economic recovery and infrastructure”, “early recovery”, or “multi-sector activities”. See for example the ILO project submissions in the two flash appeals listed among the “tools” below.

FAs are usually updated and revised one month after their initial launch into a humanitarian response plan, and the ILO can submit livelihoods project proposals within that framework.

If the ILO submits projects for the humanitarian response plan, it must be prepared to implement and complete the project within a short period of time (e.g. a three-to-six-month time frame in slow or sudden onset emergencies). In such cases, and where internal ILO support will cause delays, the ILO field office may want to partner with organizations better equipped in terms of logistical and administrative aspects while the ILO focuses on providing technical and managerial inputs to ensure high-quality project design, implementation and maintenance.

TOOL 6.2 FLASH APPEAL PAKISTAN: Cyclone and Floods, 2011

TOOL 6.3 GUIDE: Strategic Response Plans, IASC, 2015



Beyond the strategic response plans, it is important to determine how likely it is that other fundraising opportunities will emerge, for example through a multi-donor trust fund (MDTF) or the PBF. Where any of these mechanisms are expected the ILO field office may wish to forego the strategic response plans so that it can concentrate its fundraising efforts on these more promising channels.

For the past decade ILO has participated in FA and the former Consolidated Appeal Process and a review of its performance is presented in the box below.

The decision to participate in the FA is usually determined by the ILO field office which covers the country in question. Once the field office expresses an interest, ILO headquarters can help formulate and finalize proposals, as well as initiating lobbying efforts with donors.

Given the short and medium-term nature of the FA (up to 12 months), ILO FA proposals should be formatted in a manner similar to EE programmes, short-cycle skills training, SME recovery, social protection schemes and so forth so that the project generates immediate impact for the affected populations.



A Review of ILO participation in Flash Appeals and Consolidated Appeal Process (2001 to 2012)

The ILO through its headquarters as well as field offices has responded to global series of natural disasters and conflict related emergencies through their participation in FAs and the former Consolidated Appeal Process (CAPs). From 2004 to 2007, the ILO mobilized 59.247 million US \$ for crisis related interventions. The pipeline was, and is, much larger: The financing for development framework proposes that 0.7 per cent¹ of the GNI of developed countries is devoted to Official Development Assistance (ODA), one of the financing streams supporting the SDGs. Based on the 2014 figures, this would be in the range of \$300 billion to \$400 billion per year (0.7% of \$42-\$57 trillion).²³

There are different reasons, and it is important to understand the challenges and opportunities for resource mobilisation and funding diversification as outlined in the operating principles of resource mobilization in the ILO's Development Strategy 2015-2017. For example, the ILO's participation in CAPs has been generally low. A few cases, like the CAP in Somalia, or the Flash Appeals in Indonesia and Sri Lanka after the Tsunami have had some success.

The overall ILO performance consists of some of the following key findings:

- Increased FA and CAPs participation in spite of less funding realized through this. For Somalia alone ILO requested \$51,577,749 in various sectors and the least request made was for Iran (\$200,000)
- Less FA and CAPs appeal met. Only two countries got funding namely Somalia (\$4,842,040) and Haiti (\$589,510) while the global capacity building appeal received \$105,000 and lastly the Indian Ocean Tsunami appeal managed to get \$4,037,886 funding
- There has been an increased request for economic recovery and infrastructure with (\$42,454,369) followed by economic recovery separately (\$36,871,3409) and the least being in basic infrastructure (\$500,000)

Source: "A review of ILO Participation in Flash Appeals and Consolidated Appeal process (from 2001-2012)", Review, Tapiwa Uchizi Nyasulu, ILO/CRISIS Geneva, 2012.

²⁹ Outcome of the Third International Conference on Financing for Development in Addis Ababa on 13-16 July 2015., Section C 51

³⁰ World Bank Estimate GNI. Lower value is total GNI developed countries based on OECD definition (excluding countries as Saudi Arabia, Qatar etc.) Higher value is "high-income countries", based on World Bank definition (including countries as Saudi Arabia, Qatar etc.)

Selection criteria of projects for inclusion in the FA and humanitarian response plan

The HC provides leadership for the criteria selection process and classification of projects, and together with the HCT sets the direction and priorities of the response. Organizations and clusters or sectors contribute to the development of the strategic response planning. It is crucial that the Strategic Response Planning guidelines highlight the need to bridge humanitarian strategies with recovery and development plans.

Transitional Appeals

Ensuring sustained funding flows during the transition from relief to development remains a largely unresolved challenge and constitutes one of the main characteristics of the transition 'gap'. Thus in the absence of agreed funding frameworks for recovery UNCTs have used transitional funding appeals for (early) recovery activities. Such appeals have experienced mixed success, in part due to a lack of awareness combined with the lack of dedicated tools or funds with which to respond to such requests.

The main distinction between a transitional appeal and a strictly humanitarian appeal lies in the nature of programme results and activities for which financing is sought. The transitional appeal is characterized by an explicit strategic focus away from humanitarian relief towards recovery and reconstruction. A transitional appeal process may include consultations between national counterparts, UNDG and the World Bank, and culminate in a country-level transitional strategy which can help situate the UN response within the broader national and international efforts for crisis recovery. As part of this strategy, a transition results matrix (or TRM) can serve as a resource mobilisation tool.



The Nepal Transition Appeal 2009

Nepal Humanitarian Transition Appeal for 2009 focuses first on urgent, on-going support needed within the next twelve months to save lives and protect the vulnerable. The caseload includes the chronically food-insecure, refugees on Nepali soil and the legacy of the 2008 flood season. Second, the Appeal for 2009 seeks support for specific measures to be taken by humanitarian actors to reduce the size of the 2009 caseload through preparedness actions in relation to natural disasters and protection measures in relation to the actual or potential conflict-related caseload. Third, given the need to start drawing down the size of the international humanitarian engagement in Nepal, the 2009 Appeal introduces an 'exit strategy' for humanitarian actors, targeting 'transition' not only from war to peace but from international to local actors.

For 2009, the UN and its partners are appealing for US\$ 115 million to meet urgent needs in Nepal. The Nepal Humanitarian Transition Appeal includes 69 projects submitted by 18 international NGOs, seven national NGOs and 10 UN agencies and affiliated organisations.

Source: Nepal Humanitarian Transition Appeal 2009, <https://fts.unocha.org/pageloader.aspx?page=emerg-emergencyDetails&appealID=837>

Building on lessons learned to date, the UNDG has also developed specific guidance on how to incorporate recovery activities in appeals, in addition to and beyond their traditional humanitarian focus. For additional information on these lessons learned, see the tools listed below.

TOOL 6.4

GUIDANCE NOTE: UN Guidance Note for Effective Use and Development of National Capacity in Post-Conflict Contexts, 2013

TOOL 6.5

UN POLICY: UN Plan of Action on DRR for Resilience, 2013

TOOL 6.6

TOOLKIT: Transition toolkit, UNDG, 2016

Central Emergency Response Fund (CERF)

The upgraded CERF is a stand-alone trust fund providing seed money to jump-start critical operations and life-saving programmes not yet funded through other sources. While CERF has been used primarily to fund critical humanitarian needs (lifesaving), occasionally it has also funded early recovery activities.

The objectives of the CERF are to:

- Promote early action and response to reduce loss of life
- Enhance responses to time-critical requirements
- Strengthen core elements of humanitarian response in under-funded crises

While the HC/RC decides on whether to use the CERF, he or she will consult with the IASC country team to identify and prioritise the life-saving needs to be funded. Agency proposals to the CERF must first be vetted at country level by the HC/RC of the IASC Country Team. The HC/RC then submits a package of vetted proposals based on the prioritized assessed needs. The ERC then approves applications based on further review and input by the OCHA Coordination and Response Division. The funds are then disbursed by ERC directly to the agencies whose projects have been approved for funding.

The ILO is eligible to apply for CERF grants or loans based on demonstrable need. While it is rather unlikely that ILO projects will be funded through the CERF, there is scope for emergency employment in the guidelines. Whether or not ILO accesses this fund in the future will depend on the country context and on whether or not ILO field staff can lobby and advocate effectively.

For CERF-related information, technical guidelines, application templates, annual reports and updates, please visit:

<http://www.unocha.org/cerf/>



Typhoon Pablo: ILO receives support from CERF

Typhoon Pablo (international name Bopha) is the second strong typhoon that hit Mindanao in the recent year. The typhoon barreled through eastern Mindanao provinces in the early hours of Tuesday, December 4, 2012 and brought death and destruction to areas that never before experienced calamities of such magnitude. To support its humanitarian response and livelihood recovery, for the first time, the ILO received support from the Central Emergency Response Fund (CERF) to assist communities affected by Typhoon Pablo to recover through emergency employment creation in coastal communities in four municipalities in Davao oriental.

Achieved Outcomes:

- 54,108 workdays created due to additional number of workers covered. With full equipment support provided by the province, the project maximized resource to cover more areas.
- \$432,626.47 (\$383,250 from the CERF grant) were injected into the local economy due to additional funds from RBTC (internal ILO source). Use of resource-based approach (labour-intensive works) and the advocacy of ILO for decent and productive work lead to optimize funds through local purchase of protective gear and tools and payment of wages. ILO achieved to employ more people than planned due to internal sources of funding being utilised as well as through savings on equipment from the provincial government and Philippine Coconut Authority for debris clearing work. Savings generated from the rental of equipment were re-allocated to wages to cover as many workers as possible.

Recommendations

- Develop a roster of potential contracting partners and consider other alternatives
- Better ILO visibility could avoid local trust issues
- Develop roster of emergency staff on emergency response team
- Work with SSS and Philhealth to advocate for relaxed requirements in emergencies
- Advocate for the provision of psycho-social services for CFW beneficiaries

Source: Local resource-based employment generation, climate change impact mitigation and livelihood recovery interventions in Davao Oriental, ILO Philippines, 2015

TOOL
5.35

REPORT: Local resource-based employment generation, climate change impact mitigation and livelihood recovery interventions in Davao Oriental, ILO Philippines, 2015

Emergency Response Funds (ERFs) and Common Humanitarian Funds (CHFs).

Both funds are based on voluntary contributions from governments and private donors. These are inter-agency pooled funds (i.e. Multi-Donor Trust Funds (MDTFs) to which multiple donors contribute.

CHFs typically support projects outlined in UN coordinated response plans. They aim to align international emergency responses around shared priorities. ERFs aim to fill unforeseen needs outside UN-coordinated response plans. They are designed to disburse smaller grants, predominantly through NGOs which received 58% of ERF funding in 2013, during which year \$178 million was disbursed through ERFs compared to \$382 million channelled through the CHFs.

Overall, humanitarian assistance channelled through UN agencies amounted in 2012 to some \$7.6 billion. Of this, 78% went to four agencies: WFP, UNHCR, UNICEF and UNWRA. More than 50% of this was provided through WFP.

TOOL
6.7

EVALUATION: Evaluation of Common Humanitarian Fund, 2015, OCHA

UNDG Multi-Donor Trust Fund (MDTF)

MDTF is a funding instrument through which donors pool resources to support national priorities and facilitate UN-system coordination and collaboration. MDTFs lead to more predictable, coordinated and effective support to nationally-owned humanitarian, recovery, reconstruction and development processes. MDTFs can be important instruments for resource mobilization, donor coordination,

policy dialogue and provision of support for humanitarian, recovery, reconstruction and development activities. Disbursement of MDTFs is based on national recovery or reconstruction strategies and needs to address the capacity-building needs of local institutions.

In a growing number of instances UNCTs have been involved in establishing MDTFs aimed at channelling and coordinating donor resources for recovery and reconstruction activities in a post-crisis context. Each MDTF is tailored to addressing the realities and objectives of a specific country or global situation, while sharing some core principles and common features including the service of an effective Administrative Agent that provides agreed services and facilitates attainment of the desired objectives.

For more information, please visit the homepage of the Multi-Partner Trust Fund Office that is managing MDTFs: <http://mptf.undp.org/>

ILO experience with MDTFs

The MDTF mechanism presents a funding opportunity for programmes on employment and Decent Work in situations of fragility, conflict and disaster. This type of opportunity is more closely aligned with the timeline required to implement the types of programmes promoted by the ILO. For updated information on ILO's participation, please see ILO's factsheet on: <http://mptf.undp.org/factsheet/agency/000722>



ILO project in the Lebanon Recovery Fund

The Lebanon Recovery Fund (LRF), administered by UNDP MDTF office, is a Multi-Donor Trust Fund (MDTF) established at the request of the Government of Lebanon that enabled donors to pool their resources and rapidly provide funding in the aftermath of the July-August 2006 war between Lebanon and Israel. The LRF was set up to finance priority recovery and reconstruction projects approved by the Government and executable with the support of Participating UN Organizations within the scope and time frame of national priorities.

The LRF arrangements seek to ensure that each project approved for funding is part of a Government-approved priority programme for recovery and reconstruction activities based on and formulated in consultation with concerned line ministries and beneficiary communities and, to the extent possible, donors and other stakeholders.

With financing from the MDTF, the ILO launched the project “Local Socio-Economic Recovery in War-affected Areas of South Lebanon” in August 2007. The project supported rapid livelihood recovery using a participatory approach, through direct assistance to those affected. At the same time, using a Participatory Value Chain Analysis (PCVA) methodology, the project built the capacity of local stakeholders to identify priorities, analyse constraints and deliver assistance. As a result of this process, the project funded proposals resulting from two of the priority value chains identified in consultation with local stakeholders, namely Olive Oil and Beekeeping.

Source: ILO Evaluation Summaries – Local Socio-economic recovery in War-affected areas of south Lebanon (Evaluation Nov.-Dec. 2008)



ILO involvement in the Iraq MDTF

In 2008, ILO MDTF activities in Iraq included:

- Implementing three fact-finding missions in Sulaymaniyah to identify areas of socio-economic recovery, and institutional mapping and information stock taking studies were completed that provide additional detail on the economic and social context in the three areas and will provide baseline data and social indicators to guide economic recovery activities.
- Collaborating with UNOPS to provide training on business counselling for over 55 people who are learning to start up and manage businesses, and 43 NGOs have received training on women’s economic empowerment.
- Collaborating with UNOPS to invest in long term employment creation through training on management and business counselling to start up businesses. Some 250 newly established small and medium size businesses are receiving loans and training. As highlighted in Section 3.5.1, above, in Hillah and Suleimaniyah three vocational training centers are being established to support unemployed youth and local contractors. The Agencies are also jointly implementing a skills development programme that has employed 110 Iraqis.

In addition, as part of the UNCT Peer Group, an in collaboration with the relevant line ministry, an ILO employment specialist reviews projects submitted to the MDTF within the different sector groups.

Source: Ninth Progress Report on Activities Implemented under the UNDG Iraq Trust Fund of the International Reconstruction Fund Facility for Iraq (IRFFI), period ending 31 December 2008. See <http://www.undp.org/mdtf/undg-itf/overview.shtml>.

TOOL
6.8

PROJECT DOCUMENT: Lebanon Recovery Fund proposal, ILO et. al, 2007

TOOL
6.9

EVALUATION: Local Socio-Economic Recovery in War-Affected Areas of South Lebanon, 2008

TOOL
6.10

TERMS OF REFERENCE: Iraq Trust Fund Procedure for Submission and Approval of Project Proposals, Draft, UNDG, 2008



ILO involvement in the Aceh/Nias MDTF

As part of the Aceh/Nias MDTF, the ILO executed the “Local Resource-Based Road Works in Aceh and Nias” project from March 2006 – December 2008. This project trains local governments to effectively manage reconstruction and maintain district level roads and small contractors to build roads with cost-effective local resource-based methods. Using local work force and a low-tech approach enabled contractors to compete for road construction and maintenance works in the recovery process and beyond.

The project provided short-term employment opportunities for the local workforce in the rehabilitation of roads and longer-term opportunities in maintenance of roads. It pursues strong stakeholder involvement, including community involvement as an important part of the planning and implementation processes on the ground.

Source: <http://www.multidonorfund.org/>



TIPS FOR SUPPORTING ILO INVOLVEMENT IN MDTs

- Follow closely the MDTF as it is being developed, and engage in early lobbying efforts to include livelihoods and employment in the overall framework.
- Ensure that, at the very least, Governments support such programmes, and preferably own them and take the lead in seeking their funding.
- Become acquainted with the local criteria for eligibility and the approval process.
- Follow the formats requested by the Fund.
- Conduct early negotiations with the administrative agent and with ILO HQ (procurement, finance, crisis and eventually the technical unit) on administrative matters, such as overheads, and MOUs to be prepared and signed.
- Follow the necessary internal administrative requirements (waiver requests for reduced overhead costs, clearance by JUR of MOUs, LOA or other instruments).

- Liaise closely with the relevant cluster, in our case usually the Early Recovery Cluster, as they prioritize projects for funding. Although there is generally no earmarking, donors may earmark clusters, which will then determine which projects are funded. Criteria that initially matter are addressing priority areas and formulation of sound concepts. Later these can be developed into a full proposal supported by lobbying of decision-makers. In some cases ILO Crisis can help persuade partners. While the effort should be field-driven, a team effort leveraging all capacities and networks is most effective.
- Incorporate cross-cutting issues such as gender.
- Use existing templates for negotiating arrangements with the bank. These should be in full compliance with UN rules and regulations, avoiding setting of sub-optimal precedents for other agencies or country situations.

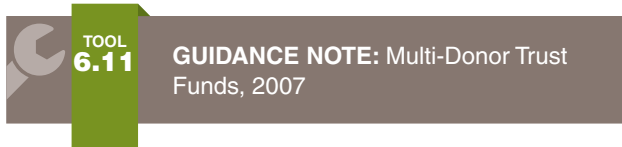
Differences of MDTFs managed by UNDG or World Bank

The main differences between the MDTF administered by the WB and the UN are that:

- those managed by the WB (MDTF/WB) are run through established national systems which implies training in compliance with WB standards; this can take time when addressing limited Government capacity;
- for the MDTF/WB, while national governmental and non-governmental organizations can apply, there are no specific provisions pertaining to the UN system (which the WB considers as just another subcontractor); NGOs and UN agencies alike must comply with the WB rules and regulations - which often conflict with the UN procedures, and while a UN agency may serve as the implementing agency, a separate MOU will need to be agreed with the WB on waiving standard MDTF/WB rules;
- funds managed by the UNDG (MDTF/UNDG) allow donors to fund UN activities through a single channel (also known as a “pass

through” funding modality); funding is usually led by a Steering Committee which approves projects submitted for funding; and

- MDTF/UNDG develops a MOU with participating UN agencies to stipulate terms, conditions and procedures; while non-UN agencies may apply, they must partner with one of the UN agencies involved.



Human Security Fund

The Human Security Fund, funded by the government of Japan, is managed by UN OCHA. The fund’s purpose is to support projects that address diverse threats including poverty, environmental degradation, conflicts, landmines, refugee problems, illicit drugs and infectious diseases such as HIV/AIDS, thereby

securing people’s lives, livelihoods and dignity in the real world.

The objective of the Fund is to translate the concept of human security into concrete activities implemented by UN agencies. Among other things the Fund attaches emphasis to protection (top-down) and empowerment (bottom-up) approaches to alleviate situations threatening human security. Most of the ILO’s proposals include a large component for capacity-building of the central government and institutions, reflecting only trickle-down effects on the target group. While the ILO staff should know the Fund’s guidelines better, the ILO’s operations may not be as compatible with the Fund as those of organizations such as UNHCR, UNICEF and others.

Proposal selection criteria include (i) coverage of “inter-related” issues and joint implementation by more than one UN organisation, (ii) direct benefits to the target groups, and (iii) for the ILO, proposals initially being reviewed by the Japanese mission in Geneva.





Joint programme: strengthening human security by improving fostering of peaceful coexistence and citizen security in three municipalities in the Department of Sonsonate

This joint programme is oriented towards improving human safety and the guarantee of human rights as substantial elements for the integral development of the municipalities of Sonsonate, Sonzacate and Acajutla in the Sonsonate Department of El Salvador. The general objective is “Improving human safety and guarantee of human rights as part of integral development of the 3 municipalities in the Sonsonate department.” The project’s objectives include various provisions to improve human safety and reduce armed violence, as well as one dedicated to strengthening “institutional mechanisms for the design and implementation of actions to reduce gender gaps in access to employment and representation in decision instances”. ILO’s involvement in this programme includes collaborating with the German Technical Cooperation (GTZ), Swiss agencies and UNDP to build common mechanisms for the execution and follow-up of education, employment and entrepreneurship areas, specifically addressing the needs of youth and women.

Source: “First Substantive Progress Report”, March 2009.

TOOL 6.12

GUIDELINES: United Nations Trust Fund for Human Security, 2016

Peacebuilding Fund (PBF)

The PBF, managed by the UNDP/MDTF office in New York, is a global fund which provides sustained support for countries emerging from conflict; in principle any country reviewed by the PBC should be considered as a possible recipient of Peacebuilding Fund Support, based on the advice of the Commission to the SG. Projects have to be submitted by the most senior UN official in the country.

The PBF supports peacebuilding activities for stabilization and includes capacity-building for Government and other relevant institutions. It specifically funds areas for which no other funds are available, for example before donor conferences are organized and possible trust funds have been set up. It can also be used for countries at a more advanced stage where MDTF’s have not been set up, or where, even with MDTFs, critical funding gaps remain.

The ILO has signed an MOU with the Peacebuilding Commission (PBC) which makes it eligible to apply for funding. This MOU also specifies that ILO’s overall management fees for both programme implementation and fund management shall not exceed 11 per cent and that, beyond that, ILO’s own regulations, rules, directives and procedures will apply.

What can the PBF fund?

Activities with relevant scope for funding by the Peacebuilding Fund include:

- activities designed to respond to imminent threats to the peace process, support for the implementation of peace agreements and political dialogue, in particular in relation to strengthening of national institutions and processes set up under those agreements;
- activities undertaken to build or strengthen national capacities to promote coexistence and peaceful resolution of conflict and to carry out peacebuilding activities;
- activities undertaken in support of efforts to revitalize the economy and generate immediate peace dividends for the population at large; and
- establishment or re-establishment of essential administrative services and related human and technical capacities which may include, in exceptional circumstances and over a limited period of time, payment of civil service salaries and other recurrent costs.

The PBF has also established priority areas. Under Priority Area 3 the PBF is concerned with stimulating the post-conflict economy

and generating some immediate peace dividends through creation of targeted short-term employment opportunities and fostering of sustainable livelihoods for those affected by, previously involved in, or at risk of, conflict. Activities include strengthening economic governance through promotion of private sector partnerships, development of viable micro-enterprises and livelihoods diversification, and the use of employment schemes and public works, often focused on youth and women and always with a peacebuilding focus.

In principle the PBF can fund programmes relating to job creation and promotion of the decent work agenda, as long as the Government and the UNCT have deemed these objectives critical to peace. Proposals should be based on appropriate consultations with key stakeholders and preferably be endorsed by national authorities. The PBF also includes an emergency facility, which cannot exceed US\$ 1 million and which should be implemented within six months. If a proposed project implies longer-term funding, such funding must be assured from other sources.

For information related to PBF funding and disbursements, please visit: <http://www.unpbf.org/>

For more information about PBF funding windows and funding updates, please visit:

<http://www.unpbf.org/> .



Joint UNDP-ILO project in 2015: Re-establishing state authority in CAR

The Central African Republic is facing a devastating humanitarian crisis in a fragile context, especially outside the capital Bangui. The security situation considerably limits the scope of operations by international actors. However, after successfully holding national elections in February 2016, the CAR is ready for a new stage of its political transition and the rebuilding of the country following years of deadly conflict.

In order to re-establish the social contract through increasing the capacity of authorities to deliver security and basic services, and to boost socio-economic revitalization, UNDP and ILO submitted a project proposal to the PBF in November 2015. The project was approved with a budget of \$3 million. The ILO is in charge of several activities, including LED capacity building of local actors, EE for affected youth and the revival of economic opportunities. The activities are to be concluded within an initial time span of 18 months.

Source: Project Document RAFAT, 2015



TIPS: FUNDING EMPLOYMENT AND DECENT WORK PROJECTS THROUGH THE PBF

For employment and decent work projects to have a chance for funding it is important to:

- ensure that employment and cross-cutting issues such as gender equality feature in the concept note;
- once funding decisions have been made, work pro-actively with the UNCT to submit project proposals that correspond to the concept note;
- solicit strong and active backing from national constituents and demonstrate how the project proposal supports the priority plan (if existing);
- conform with the principles of UN reform (i.e. utilising comparative advantages, building partnerships and joint programmes with other UN agencies)
- not duplicate other ongoing interventions;
- explain that the proposal addresses a gap that is not funded through other mechanisms;

- demonstrate how the funds will be catalytic to leveraging sustained funding by, and involvement of, other agencies and donors.

**TOOL
6.13**

POWER POINT: Fragile States – Opportunities under UN funding mechanisms, 2015

**TOOL
6.14**

GUIDELINES: Application and Use of Funds – PBF, 2014



Jobs for Peace in Nepal

With funds from the United Nations Peace Fund for Nepal (UNPFN), the ILO and FAO have collaborated on a Quick Impact Project entitled, “Jobs for peace: 12,500 youth employed and empowered through an integrated approach”. Funds approved for transfer to the ILO are in the amount of \$1,851,785 USD.

This project contributes to sustainable development and peace consolidation in Nepal by creating opportunities for decent and productive work for under- and unemployed young men and women, and for youth empowerment in the two districts of Rautahat and Parsa. The intended project outputs and key activities are:

- Employment intensive infrastructure development
- Skills development through training-cum-production
- Entrepreneurship training
- Facilitate youth’s access to financial services
- Cooperatives reinforcement
- Trust fund for youth-led social projects and recreational activities

Source: United Nations Peace Fund for Nepal (UNPFN) - Project Summary, in: <http://www.unpbf.org/nepal/nepal-projects.shtml>

Bilateral donors

An increasing number of ILO Member States commit resources to partnering with the ILO. The ILO has labelled such cooperation “Direct Trust Funds”, with the ILO Member States concerned entrusting the Office with financial resources to deliver technical assistance. A second group, the “like-minded group”, is a self-defined group of ILO donors of which most are engaged with the ILO through multi-annual partnerships funded at central level, contributing to RBSA or outcome-based funding. The group currently consists of Finland, Belgium, Denmark, Germany, Sweden, Norway, Ireland, Italy, Luxembourg and the Netherlands. A third group includes other (OECD/DAC) donors.

For detailed information please refer to the DC Manual.

Ad hoc donor conferences

Occasionally governments may host international conferences to raise funds to address the recovery needs of a crisis-affected country.



2016 Syria Conference in London and International Conference on Nepal’s Reconstruction in 2015

- Syria Conference in London, 4 February 2016: The UK, Germany, Kuwait, Norway, and the United Nations co-hosted the conference in London on 4 February to raise significant new funding to meet the immediate and longer-term needs of those affected by the war in Syria. The conference raised over US\$ 11 billion in pledges – \$5.8 billion for 2016 and a further \$5.4 billion for 2017-20 to enable partners to plan ahead.
- International Conference on Nepal’s Reconstruction, 8 October 2015: Similarly, after the October 8 2015 earthquake that struck Pakistan Nepal, the Government of Pakistan Nepal and international partners, including the World Bank, organized a donors’ International Conference on Nepal’s Reconstruction to share damage and needs assessment findings, present the Government of Pakistan’s reconstruction and rehabilitation strategy and seek international community’s financial, technical and in-kind support towards meeting the costs of the rehabilitation and reconstruction in the earthquake affected zone

The “One UN Fund”

The One UN Fund is a single financial management tool to assist donors and UN entities in implementing joint programmes. The objective of the One UN Fund is to support coherent resource mobilisation, allocation and disbursement of donor resources to the UNDAF/Common Operational Document under the direction of the Resident Coordinator as the leader of the UN Country Team.

The fund allows donors to fund the development process holistically to ensure that expenditures are evenly spread across all development needs and aligned with government development priorities. The governance of the One UN Fund is decentralized to country level, incorporating participating UN Organizations and host governments, and involves a consultative mechanism to involve donors and the wider UN Country Team

initiatives can take the form of study tours and knowledge-sharing platforms among others, with the purpose of exchanging resources and technology or facilitating the transfer of knowledge and experience for developing skills and capabilities.



TOOL
6.16

WORKING PAPER: Fragile-to-Fragile Cooperation and Decent Work – an ILO perspective, ILO/PARDEV, 2015



TOOL
6.15

TERMS OF REFERENCE: Pakistan – One Fund, 2012

Fragile-to-fragile and triangular cooperation in fragile settings

Fragile-to-fragile (F2F), South-South and triangular cooperation is a partnership between equals that involves a learning process or exchange of expertise derived from initiatives for development that have been implemented in southern countries and which have proved effective. Within the framework of the g7+, the ILO aims to contribute to expand and reinforce exchanges between countries and facilitate peer learning among the g7+ Member States and between other developing and least-developed states and countries in fragile situations. The aim is to provide other governments of States in fragile situations with sustainable Decent Work solutions already successfully implemented.

ILO's South-South and Triangular Cooperation Strategy was endorsed by the GB in 2012 and how to put the strategy into practice in development cooperation is explained in the How-to Guide on SSTC and Decent Work. South-South and triangular cooperation

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