

EMPLOYMENT *at the* CENTRE of REINTEGRATION



Briefing Note No. 17: ILO Note for the International DDR Congress

Cartagena, May 2009



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

In post-conflict situations, employment is a vital mean to restore livelihoods. It contributes to short-term stability, reintegration, economic growth and sustainable peace. It can: i) support ex-combatants and returnees while sustainable reintegration efforts are put in place; ii) bring home the peace dividend to communities most affected by conflict; and iii) provide the groundwork for a new development trajectory.

To that end, in one of his last decisions (n.2006/50 of 28 November 2006) as outgoing Secretary General, Kofi Annan instructed ILO and UNDP/BCPR to co-lead an inter-agency task force with a view to draft the UN-wide *Policy for Post-Conflict Employment Creation, Income Generation and Reintegration*, as well as an operational guidance note on the subject. The finalized Policy paper was endorsed by UN Secretary-General, Ban Ki-Moon, as per decision N. 2008/19 on 23 May 2008. The policy also has the endorsement of the 19 task force agencies participating in the drafting process.

DECENT WORK MATTERS IN CRISES

Crises constitute a major threat to Decent Work: they generate massive unemployment and loss of livelihoods, they disrupt soft and hard infrastructure supporting economic activities, they reduce security and they undermine ongoing development efforts and achievements.

The document 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. Programs that target conflict affected individuals and groups, especially women and youth, receive particular attention. Guidance for implementing the Policy will be provided in the complementary operational guidance note.

Guiding Principles

Guiding principle 1: Programmes should be coherent and comprehensive. Coordination amongst donors is needed to make interventions effective and to draw on the comparative advantages of each agency and stakeholder. Employment programs and planning for employment should be an integral part of Poverty Reduction Strategy Papers, national recovery plans as well as relevant donor programs.

Guiding principle 2: Do no harm, meaning UN, IFI and donor programs should avoid harmful spill-over effects on individuals, communities and labor markets. A surge in aid flows can, for example, lead to a sharp real exchange rate appreciation that may discourage investment in labour intensive exports and encourage imports of items available domestically. Competition for skilled staff or aid driven rise in wages caused can slow recovery of government services as well as private job growth.

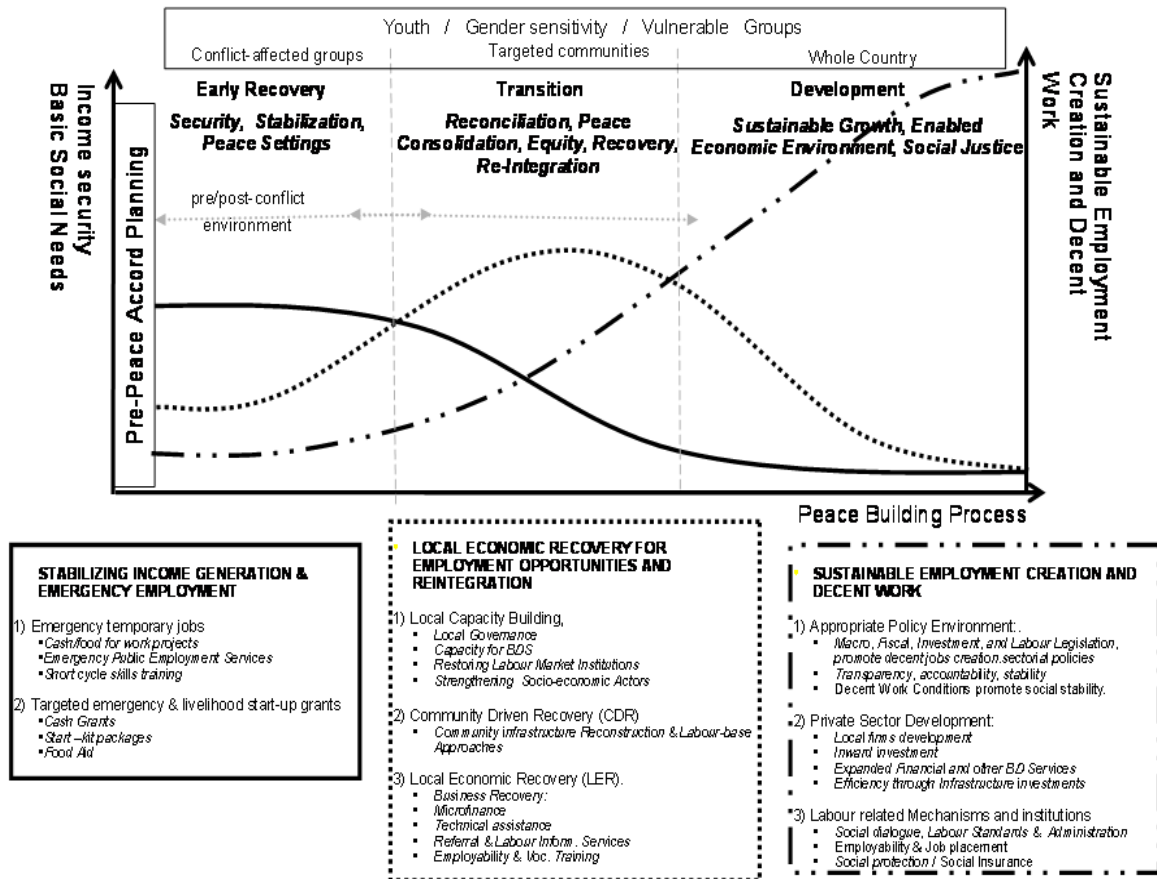
Guiding principle 3: Be conflict-sensitive. Employment and reintegration programmes should reflect the best available conflict analysis and needs assessment. Reinsertion, resettlement and reintegration programs must take regional, ethnic and religious tensions into account including careful adjudication of land and access rights.

Guiding principle 4: Design sustainable programs. Employment and reintegration opportunities should not end when UN agencies and donors exit. Local ownership along with community and government capacity-building are the keys to sustainable employment and reintegration. Even short-term programs should anticipate and complement programmes and policies supporting the creation of longer term sustainable employment.

One Programme, Three Tracks

The policy paper underlines the importance of a complete approach for post-conflict socio-economic programmes. This approach consists of three tracks. They are closely linked and mutually reinforcing. Programmes in these three tracks start at the same time, immediately after the conflict ends.

Elements for a UN-wide Policy on Socio-economic Dimensions of Post-Conflict



Next steps

Finalizing the Operational Guidance Note

An analogous consultation process has already been carried out for the drafting and adoption of the Operational Guidance Note, based on the policy paper. Work is currently being done to finalize the document.

Upgrade of ILO and UNDP capacity

UNDP and ILO are requested by the SG to develop internal capacity to support implementation of post-conflict employment creation and reintegration. Measures include the setting up of a Joint Support Team, the broadening and building of deployable technical capacity and the establishment of rosters of experts.

Roll out of the Policy Paper and OGN

Once the conceptual and preparatory work is completed, the Operational Guidance Note will be launched and put into action in a number of focus countries. The countries are to be determined based on demand and urgency of support.

Knowledge Management Platform

An inventory of tools and guidelines is being created for the Operational Guidance Note, which includes documents from both UN and non-UN actors. These documents will be put in a web platform where headquarters and field based members can share information and discuss gaps.

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ILO in DDR: Providing jobs to ex-combatants

ILO Guidebook for Socio-Economic Reintegration of Ex-Combatants

What reintegrates an ex-combatant into civilian life is not any kind of jobs. It is decent and productive employment with equity, freedom, security and human dignity that transform an ex-combatant into a civilian. The forthcoming ILO Guidelines on Socio-economic Reintegration of Ex-combatants provides policy makers and practitioners with a policy framework and practical technical guidance on how to provide decent work opportunities to ex-combatants and their community members to move on from war-torn past to productive future.

The ILO Guidelines provides the overall framework and guiding principles of socio-economic reintegration programming. It describes the need to create an enabling environment and presents policy options at macro, meso and micro levels; shows how to design reintegration programmes; and illustrates various technical intervention areas in reintegration. These include labour-based public works, employment services, vocational education and training, and small and medium size enterprise support. It also provides guidance on assistance for special needs groups such as women, children, youth, and ex-combatants with disabilities.

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IAWG on DDR

Creating employment is one of the most challenging issues in post-conflict societies. In 2005, the UN's Executive Committee on Peace and Security established the Inter-Agency Working Group (IAWG) on disarmament, demobilization and reintegration (<http://www.unddr.org>). The working group is tasked to provide the UN and its Member States with strategic and coherent policies. The ILO is an active working group member, providing inputs for socio-economic reintegration of ex-combatants and other community members.

Update of the IDDRS

Together with UNDP, ILO is taking the lead in the revision of the modules 4.30 on Social and Economic Reintegration and 5.20 on Youth and DDR. The Sub-Working Group will organize a Consultation Workshop on 16-18th of June with all the group members, consultants and reintegration specialists to explore the degree of agreement on the revised modules. In the meanwhile, the ILO and WHO have also started the creation of a new module on ex-combatants with disabilities.

ILO Operational Guide on economic reintegration of former child soldiers

The International Programme on the Elimination of Child Labour (IPEC) is in the process of elaborating an Operational Guide on economic reintegration of children formerly associated with armed forces and groups. This guide will contribute building the capacity of DDR practitioners in the field to design and implement economic components of DDR programmes for children. Concretely, it aims at providing practical and operational guidance on how to support former child soldiers in achieving decent work.

Reintegration on the ground

For the last four years, ILO has provided assistance to support children associated with armed groups and forces, as well as to reintegrated combatants and their community members in countries such as Burundi, the Democratic Republic of Congo, Liberia and Rwanda.

Linking reintegration and economic recovery

In 2008, the ILO launched "R+ Partnership" with UNDP. The ILO-UNDP partnership aims to establish a conceptual and practical linkage between post-conflict socio-economic reintegration and wider economic recovery. Under the partnership framework, the ILO provided technical assistance on small and medium size enterprise training for UNDP's reintegration programme in Liberia.

ILO Publication on DDR

This Strategic Framework aims to provide guidance to those involved in addressing the economic aspects of child recruitment and reintegration of children associated with armed forces and groups. It brings together knowledge, lessons and good practices developed, tested and validated during the implementation of the ILO Inter-regional Programme on the Prevention and Reintegration of Children Involved in Armed Conflict. The PDF version is available at:

<http://www.ilo.org/ipeccinfo/product/viewProduct.do?productId=6965>

Prevention of child recruitment and reintegration of children associated with armed forces and groups: Strategic framework for addressing the economic gap (2007)



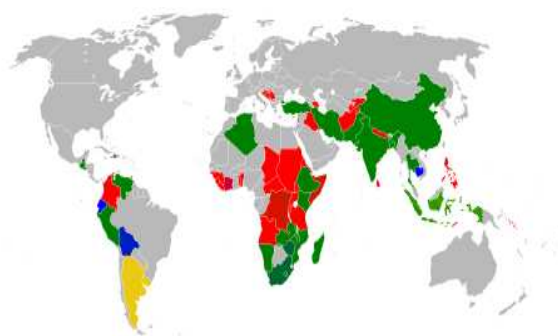
ILO/CRISIS

The ILO has been involved in crisis work almost since its inception, with its roots solidly set in post-World War I reconstruction and peace-building. In 1969, it was awarded the Nobel Peace Prize. Encouraged by effective involvement in crisis responses, in 1999 the ILO formed the In-Focus Programme on Crisis Response and Reconstruction to coordinate and marshal immediate responses in armed conflicts, natural disasters and economic downturns. The programme was renamed the ILO Crisis Response and Reconstruction Programme (ILO/CRISIS) in 2005 and utilises a three-pillared approach of direct country interventions, strategic partnerships, and capacity building tools and workshops, that incorporate Decent Work principles to promote the recovery and integration of affected communities.

Map of ILO Interventions in Crisis Countries from 1999 to 2009

This is a selection of ILO responses to crises around the world. Interventions were made through ILO/Crisis, were delivered by the ILO field offices, or were joint responses of ILO offices with the support of ILO/CRISIS.

Armed conflicts
Social/political transitions
Natural disasters
Economic/financial downturns



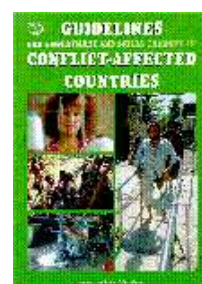
ILO publications

Various ILO guidelines and tools on socio-economic reintegration are available at:
http://www.ilo.org/public/english/employment/crisis/info/g_publ.htm



Guidelines for Establishing Emergency Public Employment Services (2003)

Guidelines for Employment and Skills Training in Conflict-Affected Countries (1998, also available in French and Spanish)



Employment-intensive Reconstruction Works in Countries Emerging from Armed Conflict (2002, also available in French)

Manual on Training and Employment Options for Ex-Combatants (1997, also available in French and Spanish)



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