



CRISES AND DECENT WORK:

A Collection of Essays

This volume brings together a sample of technical papers, prepared during recent months, to present at various conferences and seminars. While some of the chapters deal mainly with the conflict and post-conflict contexts, others cover natural disasters and the other crises. They have been put together in one volume to enhance accessibility. Together, the chapters provide a glimpse of the complexity of:

- the crisis response work in relation to tackling the decent work problems in general as well as with respect to some of the specific crisis-affected groups; and
- the work of the ILO InFocus Programme on Crisis Response and Reconstruction.



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Eugenia Date-Bah

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InFocus Programme on Crisis Response and Reconstruction
Recovery and Reconstruction Department
International Labour Office



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International Labour Office

Geneva, August 2001

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Preface

Crises constitute a major and alarming feature of the world today. They aggravate existing societal problems and also create new ones. They, for example, increase exponentially the numbers of vulnerable groups and worsen poverty and unemployment levels. They exacerbate social disintegration and also weaken institutional capacity and the coping capacity of individuals, communities and countries. Responding effectively to the above complex socio-economic dimensions of crises is a major challenge for all development institutions including the International Labour Organization.

This volume, on Crises and Decent work: A Collection of Essays by Eugenia Date-Bah, analyses diverse aspects of this challenge. The issues addressed include: the employment and other socio-economic aspects of post-conflict reconstruction; recovery and reconstruction in crisis caused by natural disasters; crisis prevention; as well as the importance of tackling decent work concerns as an integral component of the strategies for promoting a culture of peace. The publication also covers specific and critical concerns like gender and crisis, demobilization, disarmament and reintegration of ex-combatants, and the importance of capacity building and research for crisis response and reconstruction work.

In the process of examining these issues, the volume is able to throw light on the role of the International Labour Organization, especially its InFocus Programme on Crisis Response and Reconstruction, in this sphere.

This collection of essays can be a valuable reference for policy makers, researchers, and practitioners in this important area. It constitutes a useful supplement to existing materials on different types of crises and should provide a basis for relevant debate and effective action.

Rizwanul Islam

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October 2001

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I am grateful to my colleagues in the ILO InFocus Programme on Crisis Response and Reconstruction for providing me with comments on drafts of the various papers in this volume. My special thanks also go to Mike Shone and Kofi Date-Bah for encouraging me to put the papers together for dissemination.

This volume brings together a sample of technical papers, which I have prepared during recent months, to present at various conferences and seminars. While some of the chapters deal mainly with the conflict and post-conflict contexts, others cover natural disasters and the other crises. They have been put together in one volume to enhance accessibility. Because each paper (chapter) was meant to stand on its own and to provide a broad sweep, some lend themselves to a degree of overlap. Together, the chapters provide a glimpse of: (a) the complexity of the crisis response work in relation to tackling the decent work problems in general as well as with respect to some of the specific crisis-affected groups; and (b) the work of the ILO InFocus Programme on Crisis Response and Reconstruction.

The volume constitutes a contribution to the ILO InFocus Programme on Crisis Response and Reconstruction. This Programme is responsible for building the ILO's crisis preparedness and timely response to the major crises around the world – armed conflicts, natural disasters, financial and economic downturns and difficult political and social transitions. The Programme's activities consist of: knowledge and tools development; country technical assistance including rapid needs' assessment, programme formulation and implementation; and advocacy on the importance of addressing the urgent decent work deficits in the crisis context. The Programme also undertakes capacity building of ILO staff and constituents – workers' and employers' organizations and Ministries of Labour - for crisis response work since such work is not "business as usual". All of this is viewed as an integral component of effective crisis prevention, resolution and tackling of crisis' adverse effects.

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Chapter 1: Employment and other socio-economic challenges of post-crisis recovery¹

1. Introduction

Lasting peace and post-crisis recovery depend on a number of measures – social, economic and political. Critical among them is access to decent work. It helps to improve people's material welfare and to reduce poverty, social exclusion and disintegration, which are often among the structural root causes, as well as the adverse impacts, of armed conflicts. Such productive activities also contribute to human and family security and dignity. Additionally, they provide a means for social healing and for reducing the plight of vulnerable groups including jobless youth, demobilized combatants, disabled people, refugees, returnees, the internally displaced and the female-headed households whose numbers soar during conflicts. Jobs also constitute an integral part of the enabling environment for socio-economic revival and stability of post-conflict communities. Unfortunately, promoting decent work continues to receive inadequate attention in post-crisis recovery and reconstruction programmes in terms of level of focus, allocated funding, adequacy of policies adopted and the degree of relevance of the programmes implemented.

1 Paper presented at Conflict Prevention and Reconstruction Network, Divonne-les-Bains, France, December 2000.

2. Decent work and other socio-economic deficits in conflict and post-conflict situations

The ILO defines decent work as “work that meets people’s basic aspirations, not only for income, but for security for themselves and their families, without discrimination or harassment and providing equal treatment for women and men”. Access to decent work is a basic human right and should also constitute a critical facet of the comprehensive strategy for achieving long-lasting peace. The conflict and post-conflict contexts are, however, characterized by high levels of unemployment and under-employment, deterioration of employment conditions and erosion of incomes, which all reflect the absence of decent work opportunities for the bulk of the labour force. For example, available unemployment and under-employment figures for Sierra Leone and East Timor are 70 and 80 per cent, contributing to high levels of poverty, social tensions and frustrations.

This situation is closely linked to the fact that armed conflicts erode productive assets of both rural and urban informal sector workers, destroy informal and formal work places, weaken the labour market, training and other labour-related institutions. Conflicts reduce employment opportunities. They destroy crops and reduce productive lands through anti-personnel landmines. For example, 35 per cent of the land in Cambodia is reported to be unusable because of landmines. A similar trend exists in Angola, Mozambique and several of the African countries which are among the most landmined countries in the world. There is also considerable damage to physical infrastructure (such as roads, bridges and transport) and social and economic infrastructure (such as markets) which hampers productive employment and income-generation activities. Trading networks are interrupted and public and private sector investment (which can contribute to generate jobs) declines. Working conditions tend to deteriorate, and inadequate observance of labour laws contributes to violations of workers’ rights and can lead to inequitable employment practices. Also of relevance is the macroeconomic instability that characterizes conflict and post-conflict

contexts. It contributes to high inflation and further worsens livelihoods, especially of the expanded numbers of vulnerable groups. Since peace is not a steady fixed state, unless the serious employment challenge to rehabilitate and reintegrate the survivors and their communities is tackled, peace may be short lived.

The nature of the employment and other socio-economic predicaments in the post-crisis contexts is illustrated by a few concrete country reviews below.

Sierra Leone

The current scene in Sierra Leone is one of destruction – physical, social and economic. There have also been massive displacement of populations, complete elimination of villages and even some rural towns. The poverty and unemployment situation is horrendous (80 per cent of the population is reported to be living below the poverty line, and unemployment is conservatively estimated at 70 per cent for the labour force as a whole and 90 per cent for the youth). The formal sector, which used to be small, has shrunk drastically, creating very acute competition for the few available jobs there. Very few large enterprises are still operating in Freetown. Many public buildings have been destroyed or burned. The conflict has had a dramatic impact on virtually all the population groups, with up to 2 million persons displaced from their homes and 400,000 still outside the country in Liberia and Guinea. There are, however, certain categories who have been most severely affected either because they were the most vulnerable or because they have directly suffered from the consequences of the conflict. These include: the disabled (over 1,000 people have had limbs amputated during the conflict in addition to 15,000 persons with other disabilities (e.g. related to polio and leprosy); widows (over 5,000 women are estimated to have been widowed through the war) without financial support but with young children to care for; old persons without any support because of the conflict's disruption or dislocation of families and traditional support systems; separated children (through abduction and conscription into the armed forces, sexual abuse or traumatization by the war).

While war has weakened the social protection system, the system was already weak even before the war. These underlying weaknesses have to be addressed as part of the process of reconstruction. The country's social security system is one of the least developed in Africa, with little significant changes since independence. It covers only public servants and the employees of larger private sector enterprises. The consequences of the conflict have dramatically damaged whatever system existed for the provision of income security and access to health care. Furthermore, they have also debilitated the national economy and thus the scope for financing adequate social protection. There are thus enormous social protection needs.

Some of the worst forms of child labour, such as child soldiers and child prostitution, also constitute a major feature of the war. Weaknesses in the Ministry of Labour and other labour market institutions have also been identified.

The country also has to address the problem of ex-combatants, as they constitute a considerable risk group capable of undermining the peace process in the country. They include adult and child ex-combatants from the Armed Forces of Sierra Leone (AFSL), the guerrilla group (RUF), the Civil Defence Forces (CDF), and disabled and child combatants. The Government is therefore implementing a Disarmament, Demobilization and Reintegration (DDR) programme with the assistance of the World Bank, the United States Agency for International Development (USAID) and other institutions.

South Lebanon

After the Israeli withdrawal from South Lebanon in May 2000, the following labour and other socio-economic conditions were noted by an ILO multidisciplinary assessment mission. South Lebanon is less equipped compared to other areas of Lebanon, especially in the fields of public infrastructure and institutions. Underdevelopment of economic structures and the sudden loss of income related to the war economy – estimated at one-third of the regional annual income or some US\$80 million – have led to high unemployment rates, especially amongst the

youth and women. Unemployment in the South is estimated at 20 per cent and is already generating widespread poverty. A higher level of underemployment, especially in informal sector activities, was also identified. Those who depended on the war economy suddenly are without work. Shopkeepers and other small enterprises have lost customers due to the rapid decline of people's purchasing power. Many inhabitants live under precarious socio-economic conditions. A quarter of households have a monthly income of less than US\$300. Child labour, which already existed during the Israeli occupation such as on the tobacco farms, is on the ascendancy to supplement the depleted household income. An over-representation of female-headed households can be observed, a typical characteristic of post-conflict situations.

Most workers are not covered by any form of institutional social protection, especially the large number in precarious occupations, seasonal or family-based work, the displaced and the unemployed. The few industries and other economic activities that functioned during the years of occupation appear to have hazardous working conditions. In some cases, workers were exposed to chemicals. Although there were massive population movements out of the South before the occupation, the end of the conflict has also led to population movements. The fragmentation and social disintegration along religious lines and other features call for a sustained effort for social integration and reconciliation.

The return of displaced populations and the region's socio-economic development are closely interdependent. The return will not take place unless prospects for employment and other basic services and infrastructure are improved.

The conflict's long duration (combined with underdevelopment and difficult conditions of life) has left behind a large number of vulnerable groups. They include female-headed households, ex-detainees, working children, unemployed youth, disabled persons, orphans, internally displaced people and returnees as well as those who never moved during the war.

Although vocational training and the skills delivery system in Lebanon, in general, face a number of constraints, they are even more pronounced in the South due to years of occupation. Curricula are not based on job requirements, and opportunities are seldom developed

with the participation of employers and workers. There appears to be a pronounced mismatch between available skills and jobs, which contributes to the rising unemployment rate. In the liberated area, public and private sector training centres were found to be exclusively located in the urban areas. Thus training for the rural sector has been neglected. This also restricts access to quality training for the poor, those in remote areas and women.

At the local level, the weak and non-existent governmental institutions are a major impediment to reconstruction efforts. The lack of statistical data and information, especially on demographic changes, the labour force and labour market conditions, is particularly acute in South Lebanon. It is a major constraint to rapid and effective planning and implementation of interventions. The problem of weak capacity also characterizes other organizations outside government, including the social partners – workers' and employers' associations - and the Ministry of Labour. The social partners are largely absent from the economic and social debate related to the South due to the lack of capacities which are essential for their effective participation in such dialogue.

The ILO needs' assessment mission to South Lebanon, which was undertaken with local representatives, identified critical measures to address the following two objectives:

- promoting job opportunities in the South through saving and improving existing jobs as well as creating new ones to build local confidence; and
- enhancing rehabilitation and socio-economic integration of the South and of the affected population groups with the national society.

Yugoslavia

The Federal Republic of Yugoslavia's (FRY) economy as a whole and its labour absorption capacity had already been weakened by sanctions, the previous war of the early 1990s and the slow pace of the country's efforts at promoting privatization and general restructuring of the

economy. Thus, before the start of the NATO air campaign in early 1999, unemployment and underemployment rates were already high, with the former conservatively estimated officially at 26.8 per cent in 1998.² Since the recent conflict (in 1999), the situation has reached crisis proportions, with the unemployment rate more than doubled in many areas. Most households and communities have been adversely affected. Unemployment has reached intolerable levels with the massive destruction of large state enterprises and infrastructure by the conflict and the long period of international embargo. Many large industrial complexes were destroyed including car, oil refineries, the tobacco industry, plastic and cement factories. This has resulted in many workers – both skilled and unskilled, men and women – becoming jobless. These include not only the employees of the above industries but also the suppliers and other ancillary enterprises which depend upon them as well as the service and transportation sectors. Additionally, some enterprises have been paralyzed by damage to the energy sector and shortages of imported raw material inputs and current constraints in traffic of goods over the Danube and trans-border trade. Working conditions for the remaining workers have worsened, with a number of workers receiving diminished wages since the enterprises that are still operating are doing so at a reduced capacity. The decline in purchasing power and the war itself have also affected the retail trade and other services, thus contributing to worsened living conditions and further increases in the numbers of unemployed, under-employed and poor. Some urban residents have actually returned to the rural areas to farm, while others have entered into informal sector activities in the urban areas. The near collapse of the social insurance system has worsened deprivation and poverty.

In Montenegro, the Kosovo conflict has adversely affected tourism, the country's key industry. There is, therefore, the general need in FRY for emergency employment creation; promotion of small and medium-scale enterprises and other self-employment activities; skills retraining for redundant workers to facilitate their re-entry into other income-earning activities; review and strengthening of the social insurance system; training and income-generating activities for refugees and

2 The independent trade unions (UGS NEVAVISNOST) unofficially estimate the unemployment level at 55 per cent by including the large number of redundant workers on forced leave.

the long-term internally displaced people; and strengthening of the institutional capacity of the trade unions, governmental and other relevant civil bodies for social dialogue with other civil society groups in planning to deal with the socio-economic and other problems of the country in a sustainable way.

Kosovo

Apart from the dramatic deterioration of not only Kosovo's political but also socio-economic and inter-ethnic situation during the 1999 conflict, it also caused widespread destruction of commercial activities, large industrial complexes and houses and population displacements. Community and personal economic and social assets were devastated, and the social fabric was undermined. The conflict thus severely increased the employment problems of the territory. Additionally, like FRY, the conflict adversely affected the social insurance system; the problems of refugees and internally displaced persons; social dialogue between the various civil society groups; and gender concerns. An ILO mission identified several measures to tackle the employment problems, including employment-intensive assistance in rebuilding the infrastructure; micro-finance; local economic development; strengthening institutional capacity at national, provincial and local levels; social assistance and other social protection schemes for the most vulnerable groups; business identification, training and income-generating schemes for conflict-affected groups; the promotion of social dialogue; and special measures to combat the adverse gender impacts of the conflict. The ILO, together with the International Organization for Migration (IOM), also saw the need to run a training workshop on skills training and employment for the reintegration of demobilized soldiers in the territory, and the former also formulated a project proposal for the training of the demobilized Albanian soldiers (KLA) and unemployed youth.³ Additionally, the ILO has secured funding for implementing the following projects:

- Creation of "Integrated economic development zones including enterprise development agencies" (EDAs), training, business incubator and a communication centre.

3 L. Hethy, "Employment and workers' protection in Kosovo", Geneva, Oct. 1999.

- Training of trainers on “Start your business” was organized in March 2000 to strengthen the capacity of some NGOs particularly active in the implementation of micro-credit and enterprise development schemes. With funds from the Belgium Government, 20 participants were trained as trainers in business development, targeting in particular the promotion of women’s entrepreneurship. The training will multiply at the local level.
- Other projects will promote the development of small and medium enterprises. The French Government has provided funds to establish a mobile training unit on “start your business” with a core of three trainers. The unit will be attached to an EDA, an NGO that will provide counselling, information, training and facilitate access to micro credit to potential entrepreneurs.⁴
- A project on “Skills development for the reconstruction and recovery of **Kosovo**” aims at strengthening the capacity of the employment services at the local, regional and central level to provide tools to the unemployed to increase their employability. It has three main components: counselling and guidance, vocational training and self-employment. A network of adult vocational training and retraining will be established with three training centres and the Employment Office as the core structure. Trainers will receive technical skills upgrading for the implementation of a modular training programme covering a large number of jobs. The project will tackle issues related to the reintegration of demobilized soldiers, the promotion of gender equality at training and at work, and the special needs of youth who comprise the great majority of the unemployed.⁵
- A project on the Reconstruction and extension of social protection. Under this project, the ILO’s Social Security Department is assisting United Nations Mission to Kosovo (UNMIK) to reconstruct and renovate the social insurance schemes (pensions, health and family benefits) that were in place before the crisis. Four pilot projects that will provide new options for extending social protection to workers in the informal and rural sectors will be set up. Finally, it will assist with the development of a social assistance scheme.

4 In this pilot phase of 12 months, it is expected that 240 people will be trained and 40 enterprises will be created.

5 Half of the Kosovar population is under the age of 20.

A number of other ILO programmes and initiatives are being developed which aim at facilitating re-employment and other socio-economic recovery efforts in Kosovo. They include:

- A plan to promote the development of social dialogue and to improve the capacity of trade unions and employers' organizations to participate effectively in social and economic decision-making. After years of exclusion from all aspects of government operations, employers and workers are unaccustomed to engaging in the social dialogue process and thus are unsure of how to make their voices and concerns heard. This project would expose tripartite constituents to the workings of social dialogue systems and practices in other European countries, with a view to laying the foundation for building ongoing, participatory dialogue on employment-related issues in Kosovo.
- An initiative to provide vocational training and retraining to workers at the large mining complex known as Trepca. Reputed to be the most mineral-rich mine in Europe, Trepca also holds symbolic importance to the people of Kosovo. An international consortium has begun to invest in refurbishing and modernizing the sprawling mining complex, and workers need to be trained on how to operate the new machinery and equipment. The ILO project would place particular emphasis on mine safety and health.
- Technical support to the Administrative Department of Labour and Employment of UNMIK (United Nations Mission in Kosovo);
- Assisting with the formulation of a new labour law for Kosovo, more in tune with the post-war economy and organizing a series of tripartite seminars to permit open discussion and debate on the terms of the proposed law. This also provides an opportunity to educate the social partners on the functioning of labour laws in a market economy.
- Assisting the Department of Labour and Employment to establish ongoing, constructive relations with the employers' organizations and trade unions, as well as opening the way for social dialogue between various departments in UNMIK and the social partners.

- Carrying out introductory surveys on wage and employment levels. Although unemployment remains at extremely high levels, employment growth has now eclipsed pre-war levels. Wages paid in the private sector are nearly twice those paid in the public sector, encouraging further expansion and development of the private sector.
- Continuing efforts to re-establish a network of employment offices throughout the territory. Following an assessment of the training needs of employment service staff, the ILO is assisting to build a modern labour exchange service that will help employers to find the best-qualified workers and also workers to find the most suitable jobs.

3. Tackling the difficult socio-economic recovery and integration of the conflict-affected communities and groups through employment promotion

The various policies and other measures often adopted in the aftermath of conflict, tend not to be conducive to recovery of lost jobs nor generation of new employment opportunities. They do not maximize labour absorption by permitting the most able-bodied persons (especially the demobilized combatants, youth, female heads of households, disabled people, refugees/ returnees and internally displaced people) in the society to be part of the reconstruction, reconciliation and peace-building process. Some institutions are of the view that by promoting economic growth, the employment problem will be resolved. While economic growth generates some employment, the level of the unemployment problem in the post-crisis situation is such that a battery of special measures is also required that specifically targets the problem within a comprehensive framework.

Creating an enabling macroeconomic, labour market and legal environment to promote access to productive activities

The aftermath of conflict is a fertile period for developing new macroeconomic and other national policies as well as for review of laws and their application. Such policy making needs to be sensitive to improving the material welfare of the conflict-affected groups, which is critical for reducing tensions and facilitating pacification and recovery. If macroeconomic policies after conflict are formulated with the sole purpose of economic stabilization, prospects for generating employment and livelihoods will flounder. They can also generate competition over access to scarce livelihoods and can contribute to rekindle conflict. Thus, consistency between the post-conflict macroeconomic policy and employment promotion is critical. Generally, unless there is an ongoing process of growth in labour absorption, enterprise development, training programmes and socio-economic reintegration programmes in general will not work.

The nature and functioning of the labour market play a key role in the transition from conflict to peace, as it includes the majority of the adult population. In the post-conflict context, the labour market should function to maximize not only labour absorption but also reintegration and social inclusion. Maximizing the labour market's potential for contributing to long-term peace building requires policies and measures to address the demand and supply of labour and the links between demand and supply. It includes efforts to promote the private sector including business opportunities and small and micro enterprises, since in many countries large public enterprises from the pre-war situation often lack viability. It also demands policies to improve work conditions, promote freedom of labour and improve or re-orient the skills of the labour force. Since the war may have destroyed information networks and flows, policies are needed to improve the information base of the labour market, such as on the structure and trends of labour demand and actual or emerging business opportunities (these tend to be in the sectors of construction, transportation, communications, maintenance and security) that can provide the basis for labour training and retraining schemes.

Policies to rebuild labour market governance have to play a socially healing role by including sound labour legislation that provides for equitable treatment of workers. Excessive regulation should, however, be avoided as it may create a disincentive to hire labour and for small-scale business operators to function.

Developing a new, or adapting the existing, regulatory framework and labour relations to the changed and new contexts is also relevant. Work here includes labour law and other appropriate elements of the legal environment.

Employment-intensive infrastructure reconstruction

Infrastructure is the artery of the economy. Therefore its rehabilitation and extension play an important role in post-conflict recovery and the integration of the affected people. Such infrastructure rebuilding is vital for the social, economic, physical and even political cohesion of a society and provides facilities of value to the whole society. It contributes to long-term development as well as to immediate stimulation of the local economy through providing access to markets and facilitating the spread of information. Such infrastructure includes productive infrastructure (re)construction (access roads, land development, irrigation schemes, etc.) as well as social infrastructure (rehabilitation of schools, health centres, water supply schemes destroyed by the war). Their rebuilding and improvement through labour-based techniques have potential for creating massive immediate employment and income generation and guarantees that most labour recruited is local. It can generate small-scale enterprises such as through training of local contractors. Infrastructure rebuilding is also a prerequisite for the success of local economic development by improving market access, lowering transport costs and eliminating shortages due to poor transport and storage facilities. Furthermore, according to ILO evidence, labour-intensive methods can be cost effective and less of a drain on scarce resources, especially foreign exchange. Furthermore, they need not compromise durability and quality of infrastructure. The programmes may be carried out by the private sector or by the local communities. Coupled with appropriate technical, managerial and organizational training, certain components can aim at more sustainable job creation in the private small-enterprise sector.

Local economic revival and development

Conflict jeopardizes the foundation of local economies. The challenge is not only to rehabilitate and relaunch critical economic and social services but also to revive local markets, without which all efforts to revive the economy will be blocked. The Local Economic Development (LED) approach plays a catalytic role here through: development of a culture of participation and partnerships (including between different factions of the conflict) by promoting a common definition of priorities; raising public awareness; strengthening local oriented capacities and searching for synergies through networking practices; reinforcing forward and backward linkages in the most relevant economic chains; rebuilding the community fabric and providing the local community groups with a voice and an opportunity to rebuild trust and community assets. It focuses on an area-based approach, permitting the coverage and involvement of all the diverse groups based there. It also provides an approach to planning and implementing employment promotion through micro- and small-enterprise development promotion which focuses on social dialogue and reconciliation throughout the programme. Although LED emphasizes targeting of local communities and their economies, it does not imply isolating them from the national economy. By strengthening local communities, they are empowered to make their voice heard at the regional and national levels as well.

Micro enterprise and cooperative development

Micro enterprise and cooperative development, including the development of financial and non-financial services, ensures that local employment opportunities are created for those living in the area as well as those returning (e.g. internally displaced persons, refugees, demobilized soldiers). Local micro and small enterprise development must immediately be promoted in order to jump-start both the economic and the social processes disrupted by the conflict. Potential and existing micro and small enterprises must be supported with appropriate micro-credit (and savings functions) and such services as identification of business opportunities, improvement of market accessibility, optimization of endogenous potential and promotion of entrepreneurship. Local

delivery mechanisms for the provision of such services must be strengthened or built to cater for the specific needs of the potential and existing entrepreneurs in the area.

Training and retraining

Apart from complementing the training requirements of enterprise and cooperative development, additional training activities should be considered which are oriented to support self-employment, competitiveness in the labour market, organizational development and capacity building. Such activities should include: training of trainers and institutional support of the diverse training providers, vocational training in market-related skills to relevant target groups including the most vulnerable, provision of toolkits, business training, training fellowship schemes for those whose training has been interrupted by the conflict as well as to prepare some of the conflict-affected people for future responsibilities, vocational rehabilitation of the disabled to address the specific training needs of the increased numbers of disabled people and to supply them with technical aids and devices in order to prepare them to become socially and economically active in their future communities. Re-orienting the focus of training activities to the changed labour market and emerging opportunities is also necessary. It is often necessary to reform the national training system to adapt it to the new socio-economic realities. Such reform has to be based on assessment of the labour market, and the capacity of the training institutions and training providers.

Vocational rehabilitation of the disabled

A start can be made to address the specific training needs of the increased numbers of disabled people and to supply them with technical aids and devices in order to prepare them to become socially and economically active in their future communities. At the same time, their inclusion in assistance programmes for all refugees is recommended. This does not ignore the fact that disabled people may have special needs and often face special difficulties.

Social safety nets and social protection

Short-term social safety nets, social insurance and social protection are vital, especially for the increased numbers of very poor people generated by the conflict. While some safety nets, social security and protection policies and mechanisms existed before the conflict, they may require revision with the increase in the number of vulnerable groups and their incapacity to meet the new challenges, including expanded needs but dwindled resources. Apart from increased poverty, there is also the critical issue of dislocation which deprives many of access to safety nets due to break-up of families, spatial dislocation, death of family members and destruction of communities. There may initially be a need for social assistance, especially to the most deprived (including female-headed households). Systems of social protection can be built up incrementally as the economy recovers or grows. Generation of savings and employability (through training, for example) is an integral component of the safety nets enabling people to recover.

It has increasingly been recognized, however, that in many countries public measures alone cannot reasonably meet all income security needs. A broader division of responsibilities in which employers, individuals, families, communities and civil society assume a role in providing and financing what has come to be known as social protection may therefore be seen as appropriate: income security and support provided by society as a whole not necessarily through public measures but with public endorsement, encouragement and support.

In countries such as Sierra Leone, which are seeking to rebuild following the devastating economic and social consequences of internal conflict, the development of an appropriate social protection system is a major requirement and can play a crucial role in promoting social peace and justice. The range of needs goes beyond income security and includes the provision of adequate food and shelter and the restoration of basic services damaged by the conflict. These elements are beyond the scope of the above definition but illustrate the need for social protection development to be integrated into a broader reconstruction programme.

Countries emerging from crisis situations where there has been significant economic and social disruption often face a range of social

protection needs which are both more intense and broader in scope and are compounded by the breakdown of existing social protection arrangements. For example, there may be:

- an increase in the number of persons without work or income support;
- the emergence of vulnerable groups such as refugees, displaced persons, widows, orphans, disabled, etc.;
- a decrease in the real value of existing social benefits;
- dislocation of health-care services and other social services;
- disruption of essential services such as power and water.

These elements will often result in the need for a social protection strategy for reconstruction, which will address both short-term/emergency and long-term needs. The level and pace of the response will often depend on support from international donors, but the structure and scope of the long-term social protection programme will need to be designed on the basis of national resources and capacity. Among the strategies that can be adopted are the following:

- targeting the very vulnerable groups, such as old persons, the seriously disabled and widows without family support with resources that are available from a government safety net supplemented by donor agencies;
- targeting communities and assisting them to develop community-based social protection schemes which combine access to health care through micro-insurance with assistance to the most vulnerable members.

4. Approaches to be adopted

Promoting social dialogue is crucial for reconciliation, a peaceful environment and employment promotion. In the response to crises, social dialogue could play a significant role by helping to restore confidence in institutions, facilitating dialogue between opposing factions,

re-orienting the social dynamics towards constructive purposes and reinforcing a sense of ownership and of social inclusion of the different groups and the communities affected by the conflict. Such dialogue should involve a wide range of civil society bodies including central and local authorities, employers' and workers' organizations, and other representative bodies, especially those at the grassroots level. Dialogue is especially important at the local level to promote consensus around the priorities of the reconstruction and recovery process.

Promoting such social dialogue should involve strengthening the capacity of the workers' associations, employers and the Ministries of Labour to contribute to the reconstruction process. This may involve assistance to help employers' and workers' organizations to resume functioning as well as conscious efforts to ensure that they are actively involved in the recovery and reconstruction process. Relevant here is their capacity to mobilize and represent their membership and to participate in the reconciliation and reconstruction process. They could also play an important role in formulating and implementing (with other societal groups) plans and programmes for tackling the employment and other socio-economic challenges. The assistance and support of employers' and workers' organizations in other countries for this effort can also be beneficial. They could provide financial support, training and other inputs to strengthen the institutional capacity of employers' and workers' organizations in the country in question.

Fundamental ILO principles and the tripartite approach

Through the programmes to assist the conflict-affected region, the principles and rights - contained in international labour standards - can be promoted which are fundamental for attaining secure and sustainable livelihoods. Among these standards are: Recommendation 71 concerning employment organization in the transition from war to peace; Convention 111 on discrimination (occupation and employment); Convention 169 on indigenous and tribal peoples; Convention 182 on elimination of the worst forms of child labour; Convention Nos. 29 and 105 on forced labour; and Convention No. 87 on freedom of

association. The ILO also emphasizes the importance of full involvement of social partners and civil society, alongside government, in any policy and development dialogue.

Local institutional capacity building

Institutional weakness in conflict-affected countries contributes to the tendency for reintegration programmes to be led by external actors. Every effort should be made from the outset for the programmes to be “owned” by national actors and the conflict-affected groups, with external actors disciplining themselves in line with an advisory or facilitating role. When governments are weak, national ownership can be facilitated through participation of other national and local bodies. Participation, by communities and interest groups, is both the vehicle for national ownership and stability and a bulwark against losing it. Strengthening local capacity to cope with the immense labour-related challenges should be a major thread woven through all technical assistance activities. This could include: strengthening the Ministry of Labour, employers’ and workers’ organizations, other labour-related institutions and the national reintegration boards/commissions to make them employment sensitive; training local government, private sector and small contractors in labour-intensive methods; capacity building of diverse local training providers; strengthening the capacity of those with a stake in the local economy; and external agencies recruited from among the war-affected local groups themselves to perform development activities.

Collaboration and partnerships

Collaboration between the various UN and other bodies, including those not working on employment issues, is critical since all measures undertaken in the post-conflict contexts inevitably have a direct and indirect impact on employment. Local partnerships are also necessary with NGOs, local entrepreneurs, community-based organizations and other relevant local actors in addition to the ILO’s constituents and relevant government structures.

Consideration of gender issues in conflict

Since employment is needed by all (women, men and the different age groups), gender and age diversity should be considered by programmes for all categories of conflict-affected people. It is already clear that the majority of refugees and other vulnerable conflict-affected groups are women and children. Women and children especially have suffered the effects of conflict in a variety of ways: through loss of family members, flight from conflict zones, and direct sexual violations as part of the violence of conflict. The above experiences and trauma must be recognized in planning employment promotion. It is important to address the victimization of women in the conflict context. At the same time, women should not be treated as passive victims of conflict, which tends to lead to their exclusion from mainstream training and employment schemes. Furthermore, some positive gender role changes can occur within the exigencies of armed conflict which should also be taken into account. Considering such gender concerns is critical for promoting social justice and equity in the post-conflict reintegration and reconstruction process and for women to contribute to peace building.

Flexibility

Conflict-related situations are by their nature characterized by fast change and uncertainty. Outcomes cannot always be predicted. The guiding principle of all interventions should be flexibility. However, flexibility cannot extend to putting into question internationally defined fundamental principles and rights at work and other human rights which must constitute the legal and political underpinning of any culture of peace building and consolidation. Unless this is strengthened at the start, it may be difficult to do it later.

Integrated approach

As noted above, a number of measures are required for effective tackling of the socio-economic integration of the diverse con-

flict-affected groups. They must, however, be undertaken not as fragmentary interventions but within an integrated framework for mutual support and synergy. This will also ensure greater impact. The ILO wants to be integrated in the comprehensive and inter-agency efforts aimed at providing a coordinated and multidisciplinary response to crisis by the international community.

5. Conclusion: The ILO's response

As discussed earlier, serious tackling of the employment and other socio-economic challenges of the post-conflict context has to be multi-sectoral. Pursuing this complex issue is critical for promoting the socio-economic integration and improved material welfare of the diverse conflict-affected groups. It also empowers them to contribute to the reconstruction of their communities. As the ILO is the key international organization with a mandate in the employment promotion field, it has a major contribution to make. With the primary goal of “promoting opportunities for women and men to obtain decent and productive work, in conditions of freedom, equity, security and human dignity” and strategic objectives which include promoting rights at work, employment, social protection and social dialogue, the ILO has to be at the forefront of the advocacy, advisory services, research and country assistance to tackle the colossal employment problem in the post-crisis contexts. Furthermore, the ILO has other unique comparative advantages. It has developed over the years a number of relevant tools – guidelines, manuals, etc. – for dealing with the employment and other socio-economic problems in the post-conflict contexts. In addition, the ILO is concerned with all workers – in both the informal and formal sectors.

Assisting the crisis-affected countries to deal with the serious employment challenges, however, demands ILO's early involvement in the context because the way in which relief and other basic social services, like health and nutrition, are handled can generate employment opportunities. They can, for example, create jobs for local health and other workers. Furthermore, the relief measures, although often short-term in nature, have to be linked to longer-term investment in

production capacity and skills. Thus partnerships and coalitions with humanitarian organizations in addition to development actors to push for employment promotion to be systematically factored into every facet of the post-conflict peace-building, reintegration, reconstruction and economic-recovery process must be built. The ILO can also provide short-term targeted training for local labour to be absorbed into UN interim administrations.

Because of its InFocus Programme on Crisis Response and Reconstruction, the ILO is better placed to play the above role in a systematic manner. This global programme provides the Organization with an opportunity to pursue this issue in a visible and comprehensive manner. The Programme's activities include country-level programme formulation and implementation activities, advisory services, research and tools development, and advocacy and capacity-building training. The Programme covers the ILO's response not only to post-conflict but also to other post-crisis contexts. This can be perceived as another asset of the Programme, since other crises can co-exist with conflict in a specific context and, therefore, have to be tackled together for effective stability.

Other organizations also have an important role to play. For example, donors can facilitate serious coverage of the employment and other socio-economic challenges of the post-crisis contexts by providing funding for such programmes. Policy-makers at the different levels must consider the employment sensitivity of the various economic and social policies and programmes often adopted in the aftermath of crisis to ensure that they do not stifle prospects for employment generation and the promotion of equity, social justice and other concerns.

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Chapter 2:

Challenges of transformation: Some ideas on a framework for economic recovery after conflict⁶

1. Introduction

An effective framework for post-conflict economic recovery has to be comprehensive. It must encompass socio-economic and political interventions as well as gender sensitivity.⁷ Since conflicts can end without being fully resolved and peace is often fragile, fundamental to all post-conflict economic recovery and other measures should be peace nurturing, reconciliation, consensus building, social healing and tension reduction. Another critical facet of the recovery framework is funding strategies, since addressing a number of the post-conflict challenges in a timely manner requires availability of donor funding. The strategies should include donors' broadening of their funding to cover equally the humanitarian dimensions of conflict/post-conflict situations and employment-generation and socio-economic reintegration programmes. The latter programmes continue to be under-funded despite the critical role they play in economic recovery and reduction of vulnerability.

6 Paper presented at the Organization for Security and Co-operation in Europe's (OSCE) Eighth Economic Forum, *Economic aspects of post-conflict rehabilitation: The challenges of transformation*, Prague, 11-14 April 2000.

7 Many adverse impacts of armed conflicts today fall unfairly on women (for example, external and internal displacement, psychological and physical molestation of women and increase in female-headed households). It is, therefore, important to recognize women's victimization in war and the other gender experiences in planning post-conflict response.

For the ILO, a framework for post-conflict economic recovery should ensure the centrality of decent work for men and women to facilitate socio-economic reintegration of the conflict-affected groups (refugees, internally displaced people, returnees, “remainees”, demobilized soldiers, retrenched workers, informal urban and rural workers who have lost their productive assets and sources of income, disabled persons, women and children). The challenge is for post-conflict rehabilitation and reconstruction programmes to contribute to economic recovery without re-establishing the status quo ante. This is because the status quo ante (often characterized by economic and other inequalities, social exclusion and absence of democracy) may have been among the structural, if not the proximate, factors that triggered the conflict in the first place. Post-conflict programmes should rather create a window of opportunity and a catalyst for positive change and also generate opportunities for constructive and productive work. Furthermore, they should conserve and strengthen social capital, promote social inclusion and human security and a more just and equitable society. Such transformation demands an integrated set of measures including: correcting the macro-economic imbalances and implementing relevant labour market strategies; supporting individual and community coping mechanisms; promoting direct programmes of job-creation, income generation and social integration through such measures as employment-intensive investment programmes, skill training, small enterprise development; and promoting social dialogue, social safety nets and other forms of social protection. These elements have to become major targets of post-conflict rehabilitation and reconstruction measures.

2. Creating the enabling macroeconomic and labour market environment to promote access to productive activities

The post-conflict process is often conceptualized in terms of short-term emergency/relief and medium- and long-term recovery and development phases. However, there is a link between these phases. Furthermore, the basis of medium- to long-term development has to be laid

very early in the process, even during the emergency phase. If this is not done, it becomes difficult to do it later on. The development of policies, laws and the creation of appropriate institutions and mechanisms for employment recovery have to start early, as they take time to be established.

Macroeconomic and other national policy making, review of laws and their application are often carried out in the aftermath of conflict. Such policy-making needs to be sensitive to improving the material welfare of the conflict-affected groups, as this is a critical facet of post-conflict recovery.

The immediate post-conflict period is often characterized by high levels of unemployment, weak institutional capacity, loss of productive assets, poverty, social disintegration and vulnerability which can aggravate social tensions. A major feature of the economy is general decline and macroeconomic instability including high inflation, growing indebtedness, unsustainable balance of payments and decline in exports. There is considerable disruption of the labour market and its governance, as well as weakening of training systems. Public and private capital stock is depleted. Physical and social infrastructure is damaged. There is reduction in formal sector employment activities, deterioration of working conditions and workers' rights. This trend increases the vulnerability of workers. Self-employment and the informal sector acquire more importance in absorbing the labour force both in the short and medium term. The latter development has not yet been acknowledged in terms of giving this sector significant attention in post-conflict assistance.

If macroeconomic policies after conflict are formulated with the sole purpose of stabilization, success in generating employment and livelihoods will flounder. If such policies are too restrictive, they can generate competition over access to scarce livelihoods and can contribute to rekindle conflict. Thus, consistency between the post-conflict macroeconomic policy and employment promotion is critical. In this connection, it is vital to have coordination between the international financial institutions, the ILO and other UN bodies in designing economic reform and reconstruction packages with the national governments to meet the post-conflict economic recovery challenges. This will enhance prospects

for economic adjustment programmes that are employment sensitive and do not worsen economic deprivation and poverty.

Differences have been observed between the processes adopted to produce political settlement of conflict and those for the subsequent economic recovery programme. The former are often public and characterized by open debate. In contrast, processes for formulating post-conflict economic recovery policy and programmes often neglect public participation, debate and transparency including the involvement of, and negotiations with, civil society groups and institutions. Sustainable peace and democratization will be facilitated by a more public and participative process of determining economic policy and programmes. This will also enable national and international actors to maximize complementarities between economic policy and peace-building objectives instead of the current tensions between the two.

The nature and functioning of the labour market play a key role in the transition from conflict to peace. In the post-conflict context, the labour market should function to maximize not only labour absorption but also reintegration and social inclusion. Maximizing the labour market's potential for contributing to long-term peace building requires policies and measures to address the demand for labour, the supply of labour and the information that connects demand and supply. It includes efforts to promote the private sector including business opportunities and small and micro enterprises, since in many countries pre-war large public enterprises often lack viability. It also demands policies to improve working conditions, promote freedom of labour association and improve or re-orient the skills of the labour force. Since armed conflicts often destroy information networks and flows, policies are needed to improve the information base of the labour market, such as on the structure and trends of labour demand and actual or emerging business opportunities. The emerging business opportunities tend to be the sectors of construction, transportation, communications, maintenance and security. These areas have to be reflected in labour training and retraining schemes. Since war renders existing labour statistics obsolete, developing a system to compile relevant and up-to-date labour statistics becomes indispensable in the post-conflict period.

Policies to reconstruct labour market governance have to play a socially healing role by including sound labour legislation that provides for equitable treatment of workers. Excessive regulation should be avoided, as it can create a disincentive to hire labour and also impede the functioning of small-scale business operators.

3. Promoting socio-economic integration of the conflict-affected groups

Socio-economic (re)integration of the diverse conflict-affected groups is a sine qua non for economic recovery of the post-conflict country. It is also vital for rebuilding their communities and re-orienting the affected people to productive activities.

As conflict disrupts local economies, reviving local markets requires emphasis. A useful approach is the Local Economic Development (LED) approach. It promotes a culture of participation and partnerships (including between different factions of the conflict) by promoting a common definition of priorities; raising public awareness; strengthening local capacities and search for synergies, networking and reinforcing forward and backward linkages in the most relevant economic chains. It contributes to rebuild the community fabric and provides local community groups with a “voice” and an opportunity to rebuild trust and community assets. It is an area-based approach which enables all the diverse groups in a specific area to be covered. The approach provides scope for employment promotion through micro and small enterprise development promotion with an emphasis on social dialogue and reconciliation. Through micro enterprises and cooperatives, including provision of financial and non-financial services, local employment opportunities can be generated for those returning (including internally displaced persons, refugees, demobilized soldiers) as well as “remainees”.

Conflict tends to disrupt skills training delivery, training policy implementation and structures. Thus rebuilding of training systems becomes critical. Furthermore, considerable labour market changes

occur under conflict which also require adequate training response to support self-employment, competitiveness in the labour market, organizational development and capacity building. Such activities should include: training of trainers and institutional support of the diverse training providers; vocational training for the relevant conflict-affected vulnerable groups in emerging market-related skills including the most vulnerable; provision of toolkits; business training; training fellowship schemes for those whose training has been interrupted by the conflict and to prepare some of the conflict-affected people for future responsibilities; vocational rehabilitation of disabled persons to address their specific training needs to enhance their self-reliance.

Institutional capacity building requires emphasis on the recovery process, as most institutions tend to be weak in the post-crisis contexts. This is also vital for promoting local ownership and sustainability of the interventions.

Rehabilitation and extension of infrastructure are vital for post-conflict recovery. They also contribute to rebuild the country's social, economic, physical and political cohesions, as well as to facilitate delivery of short-term relief and long-term developmental efforts. They include reconstruction of productive infrastructure (access roads, land development, irrigation schemes, etc.) as well as social infrastructure (rehabilitation of schools, health centres, water supply schemes destroyed by the war). Such rehabilitation through labour-based techniques can generate a number of immediate employment opportunities for the local population. Labour-intensive methods can be cost effective and less of a drain on scarce resources, especially foreign exchange, without compromising durability and quality of infrastructure. The programmes may be carried out by the private sector (small-scale contractors) or by the local communities.

Both short-term social safety nets, social insurance and social protection are vital, especially for the increased numbers of very poor people generated by the conflict because of the expanded numbers of vulnerable groups after conflict and their incapacity to meet the new challenges in a context with dwindled resources. There may initially be a need for the provision of social assistance especially to the most deprived (including female-headed households). Systems of social protection can

be built up incrementally as the economy grows. Generation of savings and employability is an integral component of the safety nets which enable people to recover.

4. Promoting social dialogue for reconciliation, a peaceful environment and economic recovery

In response to crisis, social dialogue can play a significant role by helping to restore confidence in institutions, facilitating reconciliation between opposing factions and re-orienting the social dynamics towards constructive purposes. It can reinforce a sense of ownership and of social inclusion of the different groups and communities affected by the conflict. It should involve a wide range of civil society bodies including central and local authorities, employers' and workers' organizations and other representative bodies, especially those at the grassroots level. Dialogue is especially important at the local level to promote consensus around priorities of the reconstruction and recovery process.

Promoting such social dialogue should involve strengthening the capacity of the ILO's social partners – employers' and workers' organizations – to contribute to the reconstruction process. This involves helping these organizations to resume functioning as well as conscious efforts to ensure that they are actively involved in the recovery and reconstruction process. Relevant here is their capacity to mobilize and represent their membership and to participate in the reconciliation and reconstruction processes. They could also play an important role in formulating and implementing (with other civil society groups) plans and programmes for tackling the employment and other socio-economic challenges. Solidarity in the form of assistance and support by employers' and workers' organizations from other countries can also be beneficial to this effort. Through such solidarity, financial support, training and other inputs can be provided to strengthen the institutional capacity of employers' and workers' organizations in the country in question.

5. Conclusion

Apart from the elements highlighted in this chapter, there are other required measures in the comprehensive framework for economic recovery. Internal security and social services, the rule of law, governance and development concerns have to be tackled. The wide range of required measures calls for coordinated action by the different actors at national, regional and international levels.

The International Labour Organization has an important advocacy and operational role to play to ensure that the aims of promoting decent work for men and women, social dialogue, equity and social justice are systematically factored into the economic recovery process. Through its new InFocus Programme on Crisis Response and Reconstruction, the ILO is better placed to play this role and to enter into joint action with other relevant actors in responding to post-conflict reconstruction and recovery challenges.

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Chapter 3:

The contribution of decent work to a culture of peace^{8/9}

1. Introduction

The culture of peace concept is premised on the assumption that “it is in the minds of men and women that wars and armed conflicts begin. It is, therefore, in the minds of men and women that lasting peace must be built”.¹⁰ Lasting peace, however, depends on a wide range of measures. Critical among them is access to decent work. It helps to re-orient people’s minds from conflict and destructive activities to constructive thinking. It improves their material welfare and reduces poverty, social exclusion and disintegration, which are often some of the structural root causes, as well as the adverse impacts of armed conflicts. Such productive activities also provide human security, a channel for social healing and a means for reducing the plight of the diverse conflict-affected vulnerable groups.¹¹ They constitute an integral part of the enabling environment for socio-economic revival and stability of post-conflict communities. Unfortunately, conflict prevention, resolution, peace building and post-conflict reconstruction programmes and agreements continue to give inadequate attention to decent work promotion.

8 Paper presented at UN University of Peace Expert Seminar, 8-9 December 2000, Geneva.

9 Issues covered in this chapter are almost similar to those in chapter 1.

10 United Nations Educational, Scientific and Cultural Organization (UNESCO).

11 Examples are the jobless youth, demobilized combatants, disabled people, refugees, returnees, the internally displaced and the female-headed households whose numbers soar during conflicts.

2. Decent work deficit in conflict and post-conflict situations

The ILO defines decent work as work that meets people's basic aspirations, not only for income, but for security for themselves and their families, without discrimination or harassment. It is also work that provides equal treatment to women and men. Access to decent work is a basic human right and should also constitute a critical facet of the comprehensive strategy for achieving lasting peace. The conflict and post-conflict contexts are, however, characterized by high levels of unemployment and under-employment reflecting the absence of decent work opportunities for the bulk of the labour force. This trend can compound the high levels of poverty, social tensions and frustrations of the conflict-affected people.

The above trend is closely linked to the fact that armed conflicts erode productive assets of both rural and urban informal sector workers, destroy workplaces and weaken the labour market, training and other labour-related institutions. They destroy crops and reduce productive lands through anti-personnel landmines (for example, 35 per cent of the land in Cambodia is reported to be unusable because of landmines. A similar trend exists in Angola, Mozambique and several of the African countries which are among the most landmined countries in the world.). There is also considerable damage to physical, social and economic infrastructure which hampers productive employment and income-generation activities. Trading networks are interrupted and public and private sector investment (which can contribute to generate jobs) declines. Conflicts thus reduce employment opportunities. Working conditions tend to deteriorate, violation of workers' rights and the potential for inequitable employment practices grow. Also of relevance is the macroeconomic instability that characterizes conflict and post-conflict contexts and further worsen livelihoods, especially of the large numbers of vulnerable groups. Since peace is not a steady fixed state, failure to tackle the above serious employment challenge and to rehabilitate the survivors and their communities is likely to weaken the sustainability of peace.

The various policies and other measures often adopted in the aftermath of conflict, however, tend not to be employment creating in the sense of maximizing feasible labour absorption and permitting most able-bodied persons (especially the demobilized combatants, youth, female heads of households, disabled people, refugees/returnees and internally displaced people) in the society to be part of the reconstruction, reconciliation and peace-building process.

3. Employment promotion to tackle the difficult socio-economic (re-)integration of the conflict-affected groups

The period immediately after conflict presents an opportunity for developing new macroeconomic and other national policies. It is also a good period for reviewing laws and their application. Such policy making has to respond to the need to improve the material welfare of the conflict-affected groups. This can also contribute to reduce tensions and thus promote peace. If macroeconomic policies after conflict are formulated with the sole purpose of economic stabilization, prospects for generating employment and livelihoods will flounder. They can also generate competition over access to scarce livelihoods and can contribute to rekindle conflict. Thus consistency between the post-conflict macroeconomic policy and employment promotion is critical. Generally, unless there is an ongoing process of growth in labour absorption, enterprise development, training programmes and socio-economic reintegration programmes in general will not work.

The nature and functioning of the labour market play a key role in the transition from conflict to peace, as it includes the majority of the adult population. In the post-conflict context, the labour market should function to maximize not only labour absorption but also reintegration and social inclusion. Maximizing the labour market's potential for contributing to long-term peace building requires policies and measures to address the demand and supply of labour and the links between demand and supply. It includes efforts to promote the private sector including

business opportunities and small and micro enterprises, since in many countries large public enterprises from the pre-war situation often lack viability. It also demands policies to improve work conditions, promote freedom of labour and improve or re-orient the skills of the labour force. Since the war may have destroyed information networks and flows, policies are needed to improve the information base of the labour market, such as on the structure and trends of labour demand and actual or emerging business opportunities (these tend to be in the sectors of construction, transportation, communications, maintenance and security) that can provide the basis for labour training and retraining schemes.

Policies to rebuild labour market governance have to play a socially healing role by including sound labour legislation that provides for equitable treatment of workers. Excessive regulation should, however, be avoided as it may create a disincentive to hire labour and for small-scale business operators to function. Developing a new, or adapting the existing, regulatory framework and labour relations to the changed and new contexts is also relevant. Work here includes labour law and other appropriate elements of the legal environment.

Since *infrastructure* is the artery of the economy, infrastructure rehabilitation and extension can play an important role in post-conflict recovery and the integration of the affected people. Such infrastructure rebuilding is vital for the social, economic, physical and even political cohesion of a society. It contributes to long-term development as well as to immediate stimulation of the local economy through providing access to markets and facilitating spread of information. Such infrastructure includes productive infrastructure (re)construction (access roads, land development, irrigation schemes, etc.) as well as social infrastructure (rehabilitation of schools, health centres, water supply schemes destroyed by the war). Their rebuilding and improvement through labour-based techniques have potential for creating massive immediate employment and income generation and guarantees that most labour recruited is local. Rebuilding infrastructure is also a prerequisite for the success of local economic development by improving market access, lowering transport costs and eliminating shortages due to poor transport and storage facilities. Furthermore, according to ILO evidence, labour-intensive methods can be cost effective and less of a drain on scarce resources, especially foreign exchange. Furthermore, they need

not compromise durability and quality of infrastructure. The programmes may be carried out by the private sector or by the local communities. Coupled with appropriate technical, managerial and organizational training, certain components can aim at more sustainable job creation in the private small-enterprise sector.

Conflict jeopardizes the foundation of *local economies*. The challenge is not only to rehabilitate and relaunch critical economic and social services but also to revive local markets without which all efforts to revive the economy will be blocked. This can be done using the Local Economic Development (LED) approach.¹²

Micro enterprise and cooperative development, including the development of financial and non-financial services, ensures that local employment opportunities are created for those living in the area as well as those returning (e.g. internally displaced persons, refugees, demobilised soldiers). Local micro and small enterprise development must immediately be promoted to jump-start both the economic and the social processes disrupted by the conflict. Potential and existing micro and small enterprises must be supported with appropriate micro-credit (and savings functions). They also require such services as identification of business opportunities, improvement of market accessibility, optimisation of endogenous potential and promotion of entrepreneurship. Local delivery mechanisms for the provision of such services must be strengthened or built to cater for the specific needs of the potential and existing entrepreneurs in the area.

12 LED can play a catalytic role in promoting participation and partnerships (including between different factions of the conflict). It does this by promoting a common definition of priorities; raising public awareness; strengthening local oriented capacities and searching for synergies through networking practices; reinforcing forward and backward linkages in the most relevant economic chains; rebuilding the community fabric and providing the local community groups with a voice and an opportunity to rebuild trust and community assets. It focuses on an area-based approach, permitting the coverage and involvement of all the diverse groups based there. It also provides an approach to planning and implementing employment promotion through micro and small enterprise development promotion which focuses on social dialogue and reconciliation throughout the programme. Although LED emphasises targeting of local communities and their economies, it does not imply isolating them from the national economy. By strengthening local communities, they are empowered to make their voice heard at the regional and national levels as well.

There is the need to complement the training requirements of enterprise and cooperative development and to provide additional training activities to support self-employment, competitiveness in the labour market, organizational development and capacity building. Such activities should include: training of trainers and institutional support of the diverse training providers; vocational training in market-related skills to relevant target groups including the disadvantaged; and provision of toolkits, business training and training fellowship schemes for those whose training has been interrupted by the conflict as well as to prepare some of the conflict-affected people for future responsibilities. Re-orienting the focus of training activities to the changed labour market and emerging opportunities is also necessary.

A start can be made to address the specific *vocational rehabilitation* (training) needs of the increased numbers of disabled people and to supply them with technical aids and devices in order to prepare them to become socially and economically active in their future communities. At the same time, their inclusion in assistance programmes for all refugees and the other conflict-affected groups. This does not ignore the fact that disabled people may have special needs and often face special difficulties.

Both *short- and medium-term social protection measures* are vital, especially for the increased numbers of very poor people generated by the conflict.

4. Approaches to be adopted

Approaches adopted to promote the above employment-related socio-economic reintegration interventions can also make a significant contribution to a culture of peace. Among some of the essential approaches are:

- social dialogue for reconciliation, a peaceful environment and employment promotion;
- observance of relevant international labour standards and a tripartite approach;

- local institutional capacity building to facilitate local ownership;¹³
- collaboration and partnerships;¹⁴
- consideration of gender issues in conflict;¹⁵
- flexibility;¹⁶

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- 13 Institutional weakness in conflict-affected countries contributes to the tendency for reintegration programmes to be led by external actors. From the outset, the programmes must be owned by national actors and the conflict-affected groups, with external actors disciplining themselves in line with an advisory or facilitating role. When governments are weak, national ownership can be facilitated through participation of other national and local bodies. Participation by communities and interest groups is both the vehicle for national ownership and stability and a bulwark against losing it. Strengthening local capacity to cope with the immense labour-related challenges should be a major thread woven throughout all technical assistance activities. This could include: strengthening the Ministry of labour, employers and workers organizations, other labour-related institutions and the national reintegration boards/commissions to make them employment-sensitive; training of local government, private sector and small contractors in labour-intensive methods; capacity-building of diverse local training providers; strengthening of the capacity of those with a stake in the local economy; and external agencies recruiting from among the war-affected local groups themselves (including ex-combatants) to perform development activities.
 - 14 Collaboration between the various UN and other bodies, including those not working on employment issues, is critical since all measures undertaken in the post-conflict contexts inevitably have a direct and indirect impact on employment. Local partnerships are also necessary with NGOs, local entrepreneurs, community-based organizations and other relevant local actors in addition to ILO's constituents and relevant government structures.
 - 15 Jobs are needed by all the population groups - women, men and adult groups. Gender and age diversity should thus be considered for all categories of conflict-affected people. It is already clear that the majority of refugees and other vulnerable conflict-affected groups are women and children. They often suffer the effects of conflict in a variety of ways: and through loss of family members, through flight from conflict zones; through direct sexual violations as part of the violence of this conflict. The above experiences and traumas must be recognized in planning employment promotion. It is important to address the victimization of women in the conflict context. At the same time, women should not be treated as passive victims of conflict, which tends to lead to their exclusion from mainstream training and employment schemes. Furthermore, some positive gender role changes often occur within the exigencies of armed conflict which should also be taken into account. Taking such gender concerns into account is critical for promoting social justice and equity in the post-conflict reintegration and reconstruction process and for women to contribute to peace building.
 - 16 Conflict-related situations are by their nature characterized by rapidity, change and uncertainty. Outcomes cannot always be predicted. The guiding principle of all interventions should be flexibility. However, flexibility cannot extend to putting into question internationally defined fundamental principles and rights at work and other human rights which must constitute the legal and political underpinning of any culture of peace building and consolidation. Unless this is strengthened at the start, it may be difficult to do later.

■ integrated approach.¹⁷

5. Conclusion

Promoting the socio-economic integration and improved material welfare of the diverse conflict-affected groups through enhancing their access to decent work can play a major role in the operationalization and institutionalization of a culture of peace. Since the ILO is the only international organization with a mandate in the employment promotion field, it has a major contribution to make in promoting a culture of peace. It can ensure that the aims of promoting decent work for men and women, social dialogue, equity and social justice are systematically factored into the post-conflict peace-building, reintegration, reconstruction and economic recovery process. Additionally, the ILO is better placed now to play this role since it currently has a major global programme - the InFocus Programme on Crisis Response and Reconstruction. The Programme provides the Organization with an opportunity to pursue this issue in a systematic and comprehensive way through the Programme's country-level programme formulation and implementation activities, research and tools development, advocacy and capacity-building interventions.

17 As noted above, a number of measures are required for effective tackling of the socio-economic integration of the diverse conflict-affected groups. They must however be undertaken not as fragmentary interventions but within an integrated framework for mutual support and synergy which will also ensure greater impact.

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Chapter 4: Gender in post-conflict reconstruction and peace-building: Some insights from ILO's work¹⁸

1. Introduction

The Mediterranean Women's Studies Centre in Athens and the other bodies collaborating with it, deserve to be congratulated for launching an important project on "Women's dialogue for the promotion of stability, human rights and sustainable peace in South East Europe". The large number of conflicts around the world makes this project's theme of paramount relevance not only to South East Europe but also to other regions.

Recent and ongoing ILO research and other activities on armed conflict and other crises have generated a wealth of insights which are closely linked to the theme of this project. They include the following:

- Promoting sustainable peace is a complex process which requires harnessing the contribution of all groups in society – men and women – and also putting in place mechanisms such as social dialogue and the observance of human rights to facilitate this process.
- Employment promotion to improve the material welfare of the diverse conflict-affected groups is critical for long-term peace building, social healing and socio-economic reintegration of these groups

18 Paper presented at Peace Seminar, 9-15 September 2000, Mediterranean Research Centre for Women, Athens, Greece.

and for facilitating the reconstruction and economic recovery of their communities and states.

- Armed conflicts and the other crises around the world today fall unfairly on the weakest and already vulnerable groups (including women) and also pose a major threat to prospects for decent work for women and men. For example, the ILO's recent needs' assessment missions to several post-conflict countries point out that crisis expands feminization of poverty, worsens the labour market, erodes social integration, social protection, productive assets and human security generally. The unemployment and under-employment rate in some post-conflict areas is estimated at over 70 per cent. Special measures are, therefore, required to tackle these adverse trends.

Unfortunately, these observations continue to be ignored or are at best inadequately considered in many of the efforts by local groups, national, regional and international actors to date. Both the Beijing Platform for Action and the outcome of the recent Beijing-plus-Five Conference call for intensified action in the general area of gender and peace. It is in this context that, as part of the current ILO InFocus Programme on Crisis Response and Reconstruction, a special effort is being made to document the gender dimensions of crises, to prepare tools and undertake other activities to promote serious gender consideration in crisis response and reconstruction work by the ILO and its constituents. Since the Programme's implementation is in its early stages, we would welcome your suggestions regarding relevant measures to be taken, especially in the gender sphere. As the Programme's implementation progresses, it is hoped that we will be able to share with you other insights in the near future.

2. What is the ILO InFocus Programme on Crisis Response and Reconstruction?

The premise of the Programme is that efforts towards promoting decent work and addressing other developmental challenges, such as gender inequality and poverty, have to be made not only in stable but

also in unstable crisis-affected contexts. Crises of various kinds – armed conflicts, natural disasters, financial and economic downturns and difficult political and social transitions – constitute a major feature of the present world, affecting almost half of the world's countries. They threaten decent work for men and women, the observance of gender equity, other ILO core labour standards and strategic objectives. This makes it obligatory for the ILO to consider armed conflicts and other crises seriously in its work.

The ILO is also concerned about crises because its mandate and comparative advantage provide it with an important role to play in such contexts. While the nature, structural and proximate causes of armed conflicts and other crises may vary, a common element in all the crises is deterioration of employment and poverty conditions and observance of the fundamental principles and rights at work, a major preoccupation of the ILO. The ILO, therefore, has a role to play through the Organization's tripartite structure; emphasis on social dialogue; gender equality and other elements of its labour standards; proven capacity for employment promotion programmes necessary for the socio-economic reintegration of crisis-affected groups; rebuilding of institutional capacity and labour-intensive rehabilitation of infrastructure.

The ILO has, therefore, set up an International Focus (InFocus) Programme to build the ILO's crisis preparedness by developing a coherent ILO framework and comprehensive capacity to respond in a timely and effective manner to the diverse crises. The Programme has four main pillars: research and tools development; provision of technical assistance services to the crisis-affected countries - rapid needs' assessments and programme formulation and implementation; advocacy on the serious employment and other socio-economic repercussions of crises and the need to tackle them as an integral part of effective crisis resolution, prevention, sustainable peace building and reconstruction; and capacity building at the different levels to handle the employment and other socio-economic challenges of crises.

The Programme also builds on the ILO's historic mandate for promoting human rights, especially those linked to social justice, equity and the treatment of vulnerable groups in the world of work. It thus recognizes gender equality as a central element in building "universal and

lasting peace”, a major tenet of the ILO’s Constitution. The Programme has a work item on gender and crisis. Additionally, one of the Programme’s performance indicators is that its country-level and other promoted activities should contribute to create a “new environment” that contributes to the advancement of women in the various spheres. It should be an environment which seeks to correct structural imbalances between men and women, at least in the workplace. Already the relatively few ILO projects in the post-conflict contexts provide positive examples of the active participation of up to 50 per cent women in such activities as employment-intensive infrastructure rebuilding, vocational training and small- and micro-enterprise promotion.

Some non-traditional skills are promoted for women, such as in public works programmes, which have greater market value than traditional “female skills”. Such skills also challenge notions of gender-stereotyped occupations. Increasing women’s participation in these initiatives has the potential to improve both the condition and position of women in the general post-conflict context.

One of the Programme’s key implementation strategies is partnerships with relevant bodies and programmes at different levels to ensure integrated response, synergy and greater impact of our diverse interventions. In this context, close collaboration between the InFocus Programme and the Mediterranean Women’s Studies Centre’s current project as well as with the other institutions represented here.

The ensuing part of the presentation focuses on a few of the issues in the “gender terrain” of post-conflict contexts which the ILO’s InFocus Programme has so far identified as critical in post-conflict reconstruction and peace-building processes.

3. Gender issues in complex conflict and post-conflict reconstruction and peace-building processes

Conflict has multifaceted gender impacts which emanate from a number of factors, including the following:

- ***The nature of modern warfare:*** Most current armed conflicts are no longer waged by only professional armies in formal battlefields with codes of conduct including protection of women, children and other civilians. Thus most of the current victims of conflict are civilians, predominantly women and children. Women and children also constitute the bulk of the refugees and the internally displaced. The indiscriminate usage of antipersonnel landmines and other small arms, mass rape and other gender-specific violence has also made the scars of war more widespread than before.
- ***Demographic changes generated by armed conflict:*** There is a decrease in the adult male population and an increase in the numbers of women heads of households with the associated soaring levels of poverty and other vulnerabilities. The decrease in male population has other adverse gender effects. For example, since land and labour arrangements are usually negotiated through men, in their absence women may lose access to both. Even where women maintain control over land, the lack of male labour may result in women having to forfeit the land and move to a new community. There is an increase in the dependency ratio and women's work burden with the large number of orphaned children and war disabled, in addition to the elderly who have to be cared for by the women. Evidence from some of the conflict-affected countries illustrates the gender dimension of disability. Disabled men rely on their wives for support, while disabled women are abandoned by their partners or have difficulty in finding support. Traditional gender roles dictate that women are the primary health-care providers for their families, a responsibility made more difficult by lack of services and funds to pay for treatment in the conflict and post-conflict contexts. The time required to look after the increased numbers of sick household

members restricts women's mobility and detracts from the time they could dedicate to productive activities. In view of the above, women in the conflict and post-conflict contexts can be described in effect as constituting the only available social safety networks.

- ***Changes in gender roles during conflict:*** Some women are able to step out of their socially ascribed roles to respond to the exigencies of crisis situations. This experience can be described as empowerment. If built upon in the post-conflict context, it can facilitate the breakdown of gender stereotypes which often impede women's advancement in the economic, political and social spheres. Alas, to date the programmes and projects often implemented have failed to capitalize upon this with a view to strengthening it. In fact, experience now shows that "once peace returns, traditional social structures and gender divisions often return also" (M. Stieffel: *Rebuilding after war ...*, 1999). For example, the type of training courses provided for women not only during but after conflict often reflect their domestic functions (sewing, knitting, cooking) and are not closely linked to emerging business and other opportunities in the labour market changed by the conflict. Some of the survival strategies adopted during crisis are, however, not always positive or empowering; prostitution is one example.

- ***Post conflict reconstruction and peace building processes should not create the status quo ante*** characterized by inequalities and exclusion which are often among the structural factors that trigger conflict in the first place. They should rather create a window of opportunity and a catalyst for breaking down old patterns of male dominance and for restructuring decision-making processes. They should thus not lessen the gains that women had made in access to employment and training before, as has been observed in some countries in recent years.

Post-conflict reintegration, reconstruction and peace-building processes should be guided by the overall principle of contributing to a more just and equitable society in which women and other previously marginalized groups become full players in the re-development of the country. Technical assistance programmes should, therefore, facilitate this process of liberation and not necessarily strive for the maintenance of the status quo ante.

- ***Reconstruction and peace-building should be a collective effort*** of all sections of society. Hence all the potential inputs and resources of the different population groups have to be harnessed, such as through social dialogue with all the groups. Women also tend to outnumber men in many countries in the aftermath of conflict and, therefore, should have a major say in the peace agreements and the formulation of reconstruction programmes. However, peace negotiations and agreements are commonly gender blind and therefore fail to establish a framework for mainstreaming gender into reintegration and reconstruction of all aspects of society (Date-Bah, 1996:14). In large part, the neglect of gender considerations stems from the noticeable absence of women at peace negotiation tables. Consequently, women's rights and gender issues as a whole are not put on the political agenda nor seen in relation to conflict. Women are rarely found in decision-making structures or transitional governments in countries emerging from conflict, and thus their influence in forging policies is constrained. Projects to build new governance and community structures can, for example, emphasize a 50:50 male-female ratio in all consultative and administrative bodies and in the target groups of all the income-generation projects.
- ***The role men and women play in conflict is often considered in binary and adversarial terms – men as aggressors, women as victims:*** However, a more careful examination reveals a complex dynamic where both men and women gain and lose during conflict, although not to the same extent. Such an analysis also shows that war is experienced differently between and within the genders. Some women also participate in war as combatants, but the demobilization programmes continue to primarily target men to the exclusion of female ex-combatants and kin of demobilized soldiers. The particular needs and issues of female veterans are often left out of demobilization programmes and packages in many of the post-conflict developing countries. Moreover, neither the implications of demobilization for the family nor the demands of demobilized child soldiers are generally considered.

- ***Education and training:*** Conflict often disrupts education and training through the destruction of educational facilities, the death and migration of educators, and restrictions on mobility. For girl children, the exigencies of hostilities such as additional constraints on household budgets and increased demands on their time due to changes in the household structure can exacerbate already unequal access to education and training. At the same time, it may also present new opportunities. For example, refugee women and girls, in their places of asylum, may also be provided with education they may not normally have had access to.
- ***The stringent macroeconomic policies adopted in the immediate aftermath of conflict to aid recovery tend, at least in the short term, to compound conflict-related impoverishment:*** Many of these policies, such as structural adjustment policies, often curtail employment opportunities, especially in the civil service and public enterprises. Women are likely to suffer disproportionately, being robbed of their livelihoods.
- ***Psychological trauma:*** The incidence of stress and psychological trauma increases during and in the immediate aftermath of conflict. The trauma experienced during exposure to violence is often compounded by the break-up of support networks and the loss of livelihoods. Such trauma is currently inadequately addressed and, therefore, reduces some of the affected people's capacity for productive work. The few services available tend to target women more than men. Lack of adequate services for men's trauma has been identified as one of the factors behind the increase in domestic violence after conflict.

4. What should be done?

Taking the above and other gender concerns into account in the peculiar post-conflict context is a challenging task and yet critical for social justice, equity, sustainable development and peace. A few suggestions are proposed here. Those interested in more in-depth analysis of this issue should look at the *ILO Gender guidelines for employment and skills training in conflict-affected countries* (ILO, 1998).

- ***Facilitating gender mainstreaming at the planning phase:*** The planning process is central to ensuring that the gender implications of conflict are fully considered and reflected in programming. Often the urgency of the situation is used as an excuse for neglecting gender considerations. There should be no trade-off between speed of action and gender considerations. The use of gender analysis, gender disaggregated statistics, and community-based participatory methodologies can help to bring out the distinct impacts of conflict on women and men. They should also serve to point out past imbalances and disparities that should be corrected. Planners themselves should be trained in gender issues and analysis, especially with reference to the conflict-affected environment.
- ***Adopting a community-based inclusionary approach*** can also prove central to reducing competition within and between different groups. Segregating women and men often has the effect of reinforcing assumptions of women's vulnerability and victimization, as well as creating gender conflict and competition.
- ***Adopting the capabilities and vulnerabilities matrix:*** It is obvious that conflict creates or intensifies vulnerabilities. Less apparent are the capabilities individuals and communities possess. A helpful framework has been developed in the context of disaster preparedness based on the notion that "Even if (people) have lost all their possessions, they have their own abilities to work and the skills and knowledge with which to produce" (Anderson and Woodrow: 47). The capabilities and vulnerabilities matrix is a useful tool in identifying individual and community-based strengths and weaknesses. It can be adapted to take gender into account such as identifying opportunities and threats.
- ***Building on the work of existing women's groups:*** It is crucial to strengthen the work of the diverse women's organizations to help bring their voices from the periphery to the centre. These measures can impact positively on the creation of a social structure which is a building block of democracy and sustainable peace.
- ***Promoting social dialogue for reconciliation, creation of a peaceful environment and economic recovery:*** In the response to crises, social dialogue plays a significant role by helping to restore confidence in

institutions, facilitating dialogue between opposing factions, reorienting the social dynamics towards constructive purposes and reinforcing a sense of ownership and of social inclusion of the different groups – men and women – and the communities affected by the conflict. It should involve a wide range of civil society bodies including those at the grassroots level. Dialogue is especially important at the local level to promote consensus around the priorities of the reconstruction and recovery process.

- ***Local Economic Development (LED)***: This approach facilitates participation of women and men as well as building of bridges between different factions of the conflict. It does this by promoting a common definition of priorities; raising public awareness; strengthening locally oriented capacities and rebuilding the community fabric and providing the local community groups – women as well as men – with “a voice” and an opportunity to rebuild trust and community assets.
- ***Designing skills training and related programmes whereby women have equal access to opportunities at all levels*** including supervisory and managerial roles.
- ***Enlarging opportunities to include women in the local economic revival***, especially the increased numbers of female heads of households.
- ***Designing small and micro-enterprises (SMEs), cooperative development, micro-finance and other business support services which are likely to provide sustainable income generation for women***, especially the increased numbers of female heads of households among the beneficiaries. The ILO experience has invariably shown that women are the most reliable in the repayment of loans provided for SMEs. In general, micro enterprise and cooperative development, including the development of financial and non-financial services – identification of business opportunities, improvement of market accessibility, and promotion of entrepreneurship – ensures that local employment opportunities are created for those living in the area as well as those returning (e.g. internally displaced persons, refugees, etc. most of whom are women). Local micro and small enterprise

development also contributes to jump-start both the economic and the social processes disrupted by conflict.

- ***Adopting appropriate technologies and labour-intensive techniques in the reconstruction of community facilities and homes*** destroyed by the conflict and involving women in such activities to acquire non-traditional skills.

5. Conclusion

The complex post-conflict reconstruction and peace-building processes demand complex responses. Adopting gender lenses in such processes is an intrinsic facet of the required complex response and wide range of measures. Since this is not always easy, we the actors in this environment require learning to adapt our modalities of work. Developing relevant tools to guide action in this area will greatly facilitate serious gender mainstreaming in post-conflict reconstruction and peace-building processes. As observed in other domains, there is a value added in using gender perspectives in employment promotion and other operations. This is not a new discovery, but there remains a wide gap between good intentions and actual delivery in this area to permit the realization of women as an important social force in the rebuilding of the conflict-affected states. The ILO's InFocus Programme on Crisis Response and Reconstruction is committed to working with others on this issue.

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Chapter 5: The ILO's Role in Demobilization, Disarmament and Reintegration (DDR) of Ex-combatants¹⁹

1. Introduction

The ILO's role in the DDR process is confined to the reintegration component. The importance of jobs in reintegration makes the ILO's role critical. With a large number of armed conflicts around the world, there are many combatants (not only formal soldiers but also members of the militia and guerrilla groups) who must be demobilized, disarmed and reintegrated into civilian life. This process, often covered in the peace agreements, is also viewed by governments and other actors (international, regional, national, bilateral, donors and NGOs) as vital for consolidating peace. There is fear that without an effective DDR process, ex-combatants could restart the war. Over the years, the ILO has been very active in this area and has accumulated considerable experience which is briefly summarized herein.

2. The ILO's work to date

The ILO's work on reintegration of demobilized soldiers includes country-level reintegration projects and programmes, research and tools

19 This is a written summary of a verbal presentation made at one of the thematic workshops of the 8th Session of the CPR (Conflict Prevention and Reconstruction) Network, Kyoto, June 2001.

development. In recent years, the ILO has, for example, carried out reintegration programmes for demobilized soldiers in Central America (as part of the multi-agency PRODERE²⁰ Programme), Cambodia, Liberia and Mozambique. In addition, the ILO is currently implementing with local actors a number of reintegration programmes in Angola, the Democratic Republic of the Congo (DRC), Guinea Bissau and Kosovo and has elaborated programmes with local actors for work in this area in Sierra Leone, the Solomon Islands and Sri Lanka. While many of the programmes have focused on adult soldiers, increasingly child soldiers are also being covered. For example, the ongoing programme in the DRC, funded by the World Bank, specifically addresses the special needs of child soldiers.

In addition to these operational activities, the ILO has concentrated on reintegration of demobilized soldiers in a series of studies. For instance, in 1995-96, a number of studies on this group were carried out. They covered, inter alia, various employment options, areas essential for consideration (such as the labour market, skills training interventions, employment-intensive public works programmes, small-enterprise development) and special groups requiring attention (such as female, disabled, young and child ex-combatants). These studies generated a number of insights which were examined in an Expert Group Meeting (Harare, 1996). The latter identified a framework of guidelines for the planning and implementation of programmes for the reintegration of demobilized combatants, which remains relevant today²¹ as a guide to the design of sound training and employment programmes and plans for demobilized ex-combatants. The framework lists a number of social/psychological, labour market and other economic and political factors, as well as prerequisites that have to be taken into account. It, however, recognizes that the nature of these factors will differ from country to country. For example, among the social factors are the devastating impacts of the war on the community, including weakening of societal, community and family structures and cohesion, and increased levels of psychological trauma. The above factors complicate the reintegration process when

20 A programme for the reintegration of returnees, refugees and the other displaced and conflict-affected groups after the Central American wars.

21 See ILO: *Framework of guidelines for the reintegration of combatants through training and employment* (Geneva, 1996).

they are compounded by the poor economic situation of many of the conflict-affected countries (notably their high levels of poverty and unemployment, low economic growth, disruption of agriculture and dwindled governmental resources as well as an unstable political situation). This framework thus calls for “careful” and “realistic” planning.

It also urges consideration of the following: the root causes of the conflict; such essentials as the institutional framework, the national reconciliation process and contributions of other actors; the nature of the conflict context; the peace agreement itself; the general national reintegration and reconstruction strategy for the whole country and the other conflict-affected groups; the benefit structure (including demobilization payments and other incentives); and the steps in planning DDR. It furthermore highlights the need for collecting relevant detailed information, such as the ex-combatants’ profiles (age, sex, educational level, work experience and employment preference) to underpin the planning process of the reintegration programmes. The framework also provides guidelines for a comprehensive employment approach, as well as for specific employment options.

From the above studies and operational country-level programme activities, the ILO has prepared a number of relevant tools for action in the field of socio-economic reintegration of demobilized soldiers. Among these are a *Manual on Training and Employment Options for Ex-Combatants* (1997); and a Power-Point training tool (2001) which have been widely distributed for use at different levels. They are also used in training activities to build the capacity of actors in the conflict and post-conflict contexts. Also of significance is the fact that the International Labour Conference unanimously adopted, in June 1999, Convention (No. 182) on the Worst Forms of Child Labour. This Convention made reference to child soldiers, especially the “forced recruitment of children for use in armed conflict”.

3. Lessons gathered

A number of lessons have been gathered from the ILO's diverse activities related to the socio-economic reintegration of demobilized soldiers. A few are mentioned below.

Focusing on the demobilized soldiers alone to the exclusion of other conflict-affected groups (including some who are more vulnerable) can heighten tensions between them and the other groups. Thus some ILO programmes for ex-combatants (such as in Mozambique and Liberia) were expanded to include other groups.²²

As the ex-combatants do not constitute a homogeneous group, special efforts are required to ensure coverage of all the different groups, especially women and child soldiers. Women are often ignored in the reintegration process and excluded from other benefits delivered to demobilized soldiers. Their relatively small numbers among the combatants of some post-conflict countries (such as 2 per cent in Mozambique but 25 per cent in Eritrea) should not imply that they should be excluded, as these women (and child) ex-combatants face a more difficult problem in being accepted by their communities.

The reintegration of the group is often not planned on time, at least not often at the same time as the demobilization and disarmament programmes.

The national institutions in charge of DDR often lack capacity for effective handling of the complex process of socio-economic reintegration through job promotion.

Some of the programmes implemented have not been sustainable and have lacked follow-up monitoring to ensure that needed support continues to be provided to the ex-combatants to guarantee their labour market absorption after their skill training.

The ex-combatants' psychological problems are not adequately taken into account in the employment programmes through synergies

22 For a full discussion on the advantages and disadvantages of enlarging programmes, one can refer to Specht and Van Empel: *Programme enlargement: The Liberian experience* (ILO, Geneva, 1997).

being developed with other actors who have expertise in handling psychological problems.

Equal coverage of demobilized government soldiers and guerrillas has not often been achieved by the reintegration programmes.

The socio-economic reintegration of demobilized combatants is a long-term process, and considerable time has to be invested in it.

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Chapter 6:

Capacity building for crisis response and reconstruction²³

Although most regions of the world are experiencing different crises - armed conflicts, natural disasters, financial and economic downturns and difficult political and social transitions – the Central African subregion can be described as quite unique in terms of the alarming prevalence of crises. The crises pose major threats to the ILO's preoccupations, such as its decent work agenda, its usual means of action and country-level technical cooperation assistance and other operational activities. This trend makes it obligatory for the Organization and its staff to equip themselves to respond in an appropriate manner to the needs of those already in, or moving towards, such crises as well as those in relatively stable countries.

The nature of crisis contexts requires special skills from the various agents working in them. It calls for not “business as usual” but rather considerable innovation, flexibility and utilization of special measures by development and other actors. Thus we – the ILO staff - do require humility to learn to adapt our modalities of functioning to these complex contexts.

This Central Africa subregional crisis capacity workshop is geared to helping ILO staff in the area to enhance their skills for this challenging work in order to enhance the efficiency and impact of our crisis response efforts. In more specific terms, this workshop has been organized to:

- reinforce our skills and knowledge enabling us to contribute effectively to the ILO's multidisciplinary response to crisis situations, in particular in the conflict-affected countries which you cover in this subregion; and

23 Introductory statement at the ILO InFocus Programme on Crisis Response and Reconstruction (IFP/CRISIS) and the ILO Central African Multidisciplinary Advisory Team (EMAC) capacity-building training workshop at Kribi, Cameroon (April 2001).

- learn how to work together to design and implement the required coherent response to crisis situations, emphasizing complementary competences.

The workshop will attempt to focus on the specific problems of the subregion and is tailored to the particular profiles of the participants. Throughout the training, emphasis will also be placed on a number of key issues. Examples are the following:

- the multi-sectoral character of decent work and the necessity of an integrated approach embracing all the dimensions of employment, and needs assessment as a group exercise;
- setting priorities. From need assessment to project formulation;
- how to make the different parts of the ILO work together: Coherent and effective collaboration/coordination between the InFocus Programme on Crisis Response and Reconstruction (IFP/CRISIS) and the field, between the MDTs/field offices and the Regional Office as well as collaboration/coordination with other agencies;
- how to mainstream crisis prevention and an early warning system in our work in the countries.

This workshop is one of the follow-ups to the interregional crisis capacity-building workshop organized by the IFP/CRISIS Programme in October 2000 at Turin. The interregional workshop, in which the participants were mainly members of the ILO's office-wide crisis network, set out to:

- develop participants' ability to undertake rapid needs assessment of crisis situations, to elaborate and implement programmes and other responses which reflect the exigencies of crisis contexts, the ILO's mandate and comparative advantage and also take into account the need for partnerships with relevant actors;
- create a clear understanding of the mandate and overall programme strategy of the ILO InFocus Programme on Crisis Response and Reconstruction and the roles the office-wide network of crisis focal points can play together as integral parts of the Programme; and

- provide an opportunity to share experiences and lessons learned regarding crisis response and assist in fostering the required close relationship between the various ILO actors necessary for the challenging, multidisciplinary and timely ILO response to the different crises.

The capacity-building workshop, at the ILO Turin Centre, generated many ideas regarding possible follow-up, such as:

- organization of regional, subregional and other capacity-building training workshops involving ILO staff, constituents and other relevant bodies;
- collaborative initiatives with other UN agencies represented at the workshop and others;
- involvement of all the relevant ILO field and headquarters structures in advocacy and resource mobilization and in country-level activities related to crisis response;
- quick revision and finalization of the rapid needs assessment manual and the generic ILO response module for wide dissemination and use within and outside the ILO; and
- mainstreaming of crisis response sensitivity and culture in the ILO's work.

The full report on the interregional workshop is available and can be consulted. The French version will also be available soon. On the whole, what took place at the Interregional workshop marked a critical step forward in the capacity-building process envisaged under the ILO IFP/CRISIS Programme and also provided a good foundation for the subregional workshop being commenced today.

The IFP/CRISIS is one of the eight InFocus Programmes in the current (2000-2001) ILO Programme and Budget. It marks a major recognition by the ILO that it has an important role to play in responding to the many crises in the world today.

The Programme was set up with four main objectives, which are to:

- develop a coherent ILO framework and comprehensive capacity to respond speedily and in an effective manner to the different crises - armed conflicts, natural disasters, financial and economic shocks and difficult social and political transitions;
- promote the socio-economic reintegration and poverty alleviation of the crisis-affected groups - refugees, internally displaced people, returnees, demobilized combatants, retrenched workers, the increased numbers of disabled persons and female heads of households and child labour, etc.;
- increase awareness at the national, regional and international levels of the importance of tackling the employment problems, inequalities and other social concerns in crisis situations and of the ILO's unique expertise and comparative advantage in this area; and
- build the capacity of ILO constituents and ILO structures to play a greater role in crisis monitoring, prevention and tackling of adverse consequences.

The Programme has made a number of strides in pursuing these objectives. The report on the Programme's activities undertaken during its first year of implementation is available for your information. The activities fall under the Programme's four main pillars of work which can be summed up as:

- knowledge development and tools development;
- country-level rapid needs assessment and follow-up technical assistance formulation and implementation;
- the ILO and its constituents' capacity-building; and
- advocacy.

Since the IFP/CRISIS progress report can be consulted, I shall not bore you with a lot of detail on the actual work accomplished, except to stress that your subregion and, indeed, Africa as a whole have very much featured in the work of the Programme so far. For example, in addition to rapid needs assessment and programme formulation missions

to several African countries, we are also currently implementing a number of technical assistance programmes, such as an employment recovery programme in Mozambique after the floods, an employment-for-peace programme in Sierra Leone; and a preparatory phase for a reintegration programme for demobilized soldiers, including child soldiers, in RDC. We also hope to be able to start soon assistance programmes in Somalia and Ethiopia. Some Africans are included in the external research network which the IFP/CRISIS has established to assist its knowledge development work. We count on you to help us to identify other relevant researchers already working on crisis issues in your sub region who could be part of this external research network. An overview of ongoing and recent ILO technical assistance operational activities in response to various activities in Africa and in the other regions and of lessons learned has been prepared and will soon be available on our web site. A copy is available at this meeting for consultation. It is noteworthy that we are holding the first subregional capacity-building workshop in Africa.

It is important at this juncture to highlight some of the IFP/CRISIS' strategies. Among them are the following:

- Close collaboration with the ILO's field and headquarters technical programmes to be able to ensure the required multidisciplinary and comprehensive ILO response to the different crises. An attempt at specification of the roles of the different ILO structures can be found as an annex in the progress report and also in chapter 7 of the Turin workshop's report.
- Having a Rapid Action Fund to facilitate timely response to crisis and implementation of formulated programmes to avoid loss of credibility.
- Regular internal and external resource mobilization and early warning monitoring of potential crisis countries not only by the IFP/CRISIS core team but jointly with the ILO field and headquarters structures. The regional and area offices can set aside some proportion (about 10 per cent) of their biennial RBTC allocations for responding quickly to crises owing to the large number of crisis countries in the region. Furthermore, some of the donors have decentralized structures in the field such as in their embassies. This

makes it essential for the ILO field structures to be closely involved in the IFP/CRISIS' resource mobilization efforts, especially for funding the programmes formulated for the crisis-affected countries and subregions.

- Partnerships with relevant UN and non-UN, regional, subregional and non-governmental bodies in the crisis response field and in the specific countries in which we intervene, including participating in inter-agency missions and other activities. Our collaboration with various UN agencies in the field should also include our participation in the local UN Disaster Management Teams often set up at the country level which provide us with an opportunity for highlighting the ILO's role and contribution in the crisis-response sphere.
- Using, and also building on, local capacities and coping strategies in the crisis contexts to reinforce sustainability and local ownership.
- Having an office-wide and multidisciplinary ILO crisis network consisting of designated focal points in the different field and headquarters' structures to support and contribute to ILO interventions in crisis situations as well as to the mainstreaming of crisis sensitivity in their units' activities.
- Establishing, when necessary, ad hoc task forces of relevant field and headquarters staff to follow up on specific crises.
- Having and using a roster of external crisis consultants which takes account of not only technical skills, but also previous experience in crisis settings and adequate knowledge of the ILO's mandate and areas of competence. We desperately need the field's suggestions of relevant external staff to add to our roster of crisis consultants.
- Adopting more flexible administrative procedures to avoid impeding our rapid response.
- Ensuring gender sensitivity in the various facets of our crisis response.
- Recognizing that crisis response by the ILO should encompass pre-, during- and post- crisis interventions and should also entail the ILO's early presence in the crisis context to ensure that the critical decent work issues and other ILO concerns are not forgotten at the

crucial time of formulating effective policies and programmes in response to the crisis. It also implies recognition of the fact that relief, rehabilitation/reconstruction and development often do not form a continuum, but can co-exist and must be pursued as having linkages or bridges between them. Furthermore, they all have employment repercussions which must be analysed to avoid jeopardizing existing jobs and also prospects for creating new ones.

- Using crisis response to create a window of opportunity for promoting social justice and equality as well as for addressing other structural root causes of crisis.
- Ensuring that the ILO constituents play a role in preventing and resolving crisis and its repercussions in their countries and that these processes are carried out in a way that reflects social dialogue and the fundamental principles and rights at work.

For a more complete description of the IFP/CRISIS Programme, please read our key document *Crisis response and reconstruction* (November 1999).

In the IFP/CRISIS' implementation so far, a number of lessons have also been gathered. These are summarized in chapter 3 of the progress report, as well as in chapter 6 of a new document entitled *Crisis-affected peoples and countries: ILO operational activities, mid-1997 – March 2001*. I shall quickly mention a couple here. The crises, especially the conflict-affected ones, tend to be very volatile and, therefore, programmes have to be frequently adjusted in the course of their implementation. Again, since crises are so numerous around the globe and occur at such frequency, it is impossible for the IFP/CRISIS with its small staff, even when assisted by the ILO field structures, to respond to all of them. Thus, the IFP/CRISIS core team needs a set of criteria to guide our selection of crisis countries for response.²⁴

Additionally, as a result of the large number and frequency of crises, the IFP/CRISIS has to adopt an exit strategy by which it phases out its active involvement in a crisis country after a period of time (one year) leaving the field structure concerned with the main responsibility for backstopping the country. This accords with the IFP/CRISIS team's mandate "to spearhead, prepare, plan, mobilize, assess, initially manage

and evaluate ILO's crisis response", all of which has to be done in close collaboration with the field structures and other headquarters' technical departments for these latter units to take over in due course.

For the near future, IFP/CRISIS will continue to constitute the ILO's response to the alarming and persistent crisis trend in today's world. It will continue to permit the Organization to project, into crisis response, ILO values relating to decent work, social dialogue, fundamental rights, social protection and other socio-economic elements. Work undertaken in 2000-01 (including rapid needs assessment and programme formulation exercises, research, tools development, capacity building and advocacy) has laid a strong foundation for the ILO and its constituents to play a major role in crisis response. In 2002-03 the programme will intensify its efforts to ensure that the above ILO technical areas are increasingly recognized as essential to the effective reintegration of different crisis-affected groups, rehabilitation and reconstruction of their communities. The IFP/CRISIS Programme will continue to build in the ILO a crisis response culture, capacity and sensitivity; increase our constituents' involvement in crisis response and draw upon technical support from other headquarters technical sectors and the field structure; and continue its efforts to establish the ILO's role as a key player in UN crisis response efforts. A number of intersectoral and field headquarters' advocacy, research and operational activities are envisaged in the area of overcoming the effects of crises. The Programme will also intensify its capacity-building activities through training courses and further development of manuals and other tools.

24 What we have so far devised include the following: (i) the degree of gravity of the crisis in terms of its impact on employment and other ILO concerns; (ii) the degree of development and capacity of the country concerned to deal with the repercussions; (iii) the level of UN concern, the political profile of the specific crisis and the degree of planned UN involvement in responding to it; (iv) the recency of the crisis; (v) demand by our constituents, relevant regional department, area office MDTs, etc. of the appropriateness and timeliness of the ILO's intervention; (vi) the ILO's technical capacity and availability of relevant staff for the needed response; (vii) likelihood of sustainable impact of the ILO's intervention; (viii) the level of the work load of the IFP/CRISIS team at a particular time (including the number of crises being handled and their other work responsibilities); and (ix) the nature of the security situation to avoid threats to staff.

Chapter 7:

The InFocus Programme on Crisis Response and Reconstruction and its research needs²⁵

1. Introduction

Crises of various kinds – armed conflicts, natural disasters, financial and economic downturns and difficult political and social transitions – constitute a major feature of the world today, affecting almost half of the world's countries. They threaten decent work for men and women, a major strategic objective of the ILO, as well as other aspects of human security and development of communities and states. By all indications, the incidence of these crises and the gravity of their repercussions will not abate in the immediate future. This makes it obligatory for all actors – developmental and otherwise – at the different levels to consider crises seriously in their work to mainstream efforts for their prevention, preparedness, resolution and tackling of their adverse effects. It is thus not surprising that the ILO, in its current programme and budget, has a major international focus programme (InFocus) on crisis response and reconstruction.

The ILO is also concerned about crises, because its mandate and comparative advantage provide it with an important role to play in the various crisis contexts. While the nature and structural and proximate causes of crisis may vary, a common element in all the crises is deteriora-

25 High-level consultation to further define the research agenda and to establish the ILO InFocus Programme on Crisis Response and Reconstruction's research network.

tion of employment and poverty conditions as well as social protection, a major preoccupation of the ILO. The ILO has a comparative advantage in crisis prevention, resolution and post-crisis reintegration, reconstruction and development. Of relevance here are the Organization's tripartite structure, emphasis on social dialogue, proven capacity for programmes necessary for the socio-economic reintegration of crisis-affected groups, rebuilding of institutional capacity and labour-intensive infrastructure rehabilitation. Above all, the ILO is a multidisciplinary and intersectoral development organization.

2. InFocus Programme's objectives, strategy and means of action

Objectives

The Programme, set up in September 1999, has four main objectives to:

- build the ILO's crisis preparedness by developing a coherent ILO framework and comprehensive capacity to respond in a timely and effective manner to diverse crises;
- promote the socio-economic reintegration and poverty alleviation of crisis-affected groups (retrenched workers, refugees, internally displaced people, returnees, demobilized soldiers – adults, youth and children - women and disabled persons) through employment-promotion and other programmes, such as employment-intensive investment programmes, skills training and retraining, small enterprise development and other income-generating projects, social dialogue, social safety nets and social protection;
- increase awareness at the national, regional and international levels of the importance of addressing the employment, social inequalities and other socio-economic concerns of crisis situations and of the unique ILO role and expertise in the area; and

- build the capacity of ILO constituents – workers’ and employers’ organizations and Ministries of Labour – as well as other civil society groups to play a greater role in crisis monitoring and early warning, prevention and tackling the adverse effects of crisis.

Strategy

The Programme spans early warning and all phases during and after crisis. Other aspects of its strategy are:

- partnerships – internal with other relevant ILO technical programmes including field and headquarters structures and external with relevant development, research, donor and other actors at the national, subregional, regional and international levels;
- early ILO involvement in the crisis context owing to the link between emergency and development and the need to start planning for the latter even during the emergency phase;
- ensuring local ownership and sustainability in the interventions with flexibility and pragmatism; and
- serious consideration of gender issues.

Means of action

The Programme’s primary means of action include:

- research to expand knowledge on employment and other socio-economic aspects of the crises;
- development of relevant tools to guide relevant action;
- advocacy;
- technical cooperation projects, programmes and advisory services in the specific crisis contexts; and
- training and other activities for the ILO’s internal capacity building.

The kind of ILO capacity to be built by the InFocus Programme for Crisis Response can be summed up as follows:

- developing an analytical tool (a barometer) to identify and review data on economic, social, physical, political, gender and other trends (poverty, unemployment developments and social exclusion), and to be able to track and predict the potential eruption of a crisis and the need to mobilize a preventive response. Such an early warning system can be linked to other UN and non- UN organizations' "early warning systems";
- formulating strategic responses (strategic planning) to define the nature of the intervention required and the sequencing of actions to be taken;
- coordinating its technical assistance programmes/project interventions with those of others through active participation and partnerships within the Organization and the UN system for collaborative action and synergies;
- mobilizing resources to ensure rapid resource availability and allocation for the tasks in hand. Mobilization of external resources will require active coordination with donors, including development banks and other actors of the UN system;
- making a regular inventory of existing capabilities (tools, instruments and expertise in ILO field and headquarters, plus relevant non-ILO capabilities) to permit the quick identification of available means and instruments and of possible ILO technical contributions in different national situations;
- developing rapid data collection/assessment methods; and
- flexibly adapting relevant administrative and other rules and procedures to facilitate ILO's effective action in crisis contexts.

For more information on this InFocus Programme, one can examine *ILO: Crisis response and reconstruction* (Geneva, 1999). Further, for an overview of a sample of the Programme's recent country-level technical cooperation activities, one can consult *ILO: ILO's current strategy and activities on employment and social concerns in crisis situations* (Doc. GB.277/ESP/2, March 2000, 277th Session of the ILO Governing Body).

3. Importance of research for the ILO's CRISIS Response Programme

Research is critical for the above work of the InFocus Programme. In the recent past (1996/97), the ILO had an action programme on countries emerging from armed conflict which undertook a number of country-level and other studies. The latter covered such issues as relevant gender concerns in promoting skills and entrepreneurship in conflict-affected contexts, the situation of youth, rebuilding damaged infrastructure through labour-intensive means, micro-finance, etc. The results which were disseminated in a number of working papers constituted the basis for preparing *Guidelines for employment and skills training in conflict-affected countries* and also *gender guidelines* (1998).

The former summarized some of the major issues identified in conflict and development, including:

- the nature of the conflict-affected context (causes of the conflict, impact, institutional weakness, labour force consequences and diversity, and profiles of the diverse conflict-affected groups;
- elements identified in a framework for design and implementation of reintegration programmes (integrated approach, local ownership, participation and sustainability, inclusionary approach, macroeconomic conditions, information requirements and coordination between different actors and programmes);
- other relevant prerequisites (the political situation, ethnic and cultural diversity, programming and implementation at the different phases, management and monitoring structures); and
- programme constraints in the post-conflict context.

Specific programme guidelines are also provided, such as on labour markets, employment-intensive works, vocational training and life skills, private-sector small and micro businesses and entrepreneurs, social security and protection. It also identifies some potential ILO actions in response to the needs of the post-conflict context and the affected populations.

The *Gender guidelines* also summarize the pivotal gender issues, the unfair burden placed on women by war and the elements for gender-awareness planning in relation to each of the above programme areas. Previously (1995) research on reintegration of demobilized soldiers was also undertaken, the results of which are contained in a *Manual on training and employment options for ex-combatants* (1997), and an accompanying training tool.

The above by no means encapsulates all the ILO's research knowledge for effective action in addressing the employment and other socio-economic concerns in post-conflict contexts. Neither do they point to the opportunities that conflict and post-conflict contexts may unwittingly generate and that can be capitalized upon to create positive socio-economic change. For example, how can the ILO's approach to social dialogue be brought to bear in this context to promote reconciliation and consensus building? How can relevant up-to-date data and statistics be generated quickly in place of the old data rendered obsolete by the changes in population and labour market brought about by the war? There are other areas requiring research attention. Outside the ILO, there may be relevant research undertaken that could be of value to the work of this ILO Programme. We will be grateful if you could draw our attention to it.

In the case of employment and other socio-economic challenges of natural disasters, hardly any research has been carried out by the ILO to support its action. A great deal also remains to be documented in relation to the dimensions of difficult political and social transitions and financial and economic downturns, despite the previous research work already undertaken by the ILO on this type of crisis.

Clearly there are a number of areas requiring research attention by the ILO InFocus Programme on Crisis Response and Reconstruction. However, choices have to be made and priorities identified for inclusion in the Programme's proposed research agenda. We would like your presentations and the outcome of the deliberations to address a number of questions, in particular:

■ What do we know already (brief stocktaking)?

- **What areas and issues (including old and emerging ones) require further investigation?** For example, what data exist already on the employment and socio-economic challenges of the four types of crisis and the appropriate responses required? Which gaps have been identified? A number of current crises are no longer of the pure type but constitute combinations of two or even three crises. How should we plan to take into account the multitude of issues this trend implies? National crises invariably have subregional and other repercussions. How can we plan to take both the national and subregional impacts and causes into account for effective response to the crises?
- **What research methodologies should be adopted and why?** For example, what role should case studies play and should they cover mainly current crises or also include past crises? What importance should be given to statistical work and anthropological studies? What importance should be given to research into causes as opposed to more operationally-oriented research?
- **What research partnerships are required?** How can various non-ILO institutions and individuals contribute to the required research? Which specific institutions and individuals in the different regions and elsewhere should be involved in the IFP/CRISIS' external research network?
- **What should be reflected in the research agenda of the ILO InFocus Programme on Crisis Response and Reconstruction in the short term (two years) and in the medium/long term (between three and five years)?**
- **What other kinds of support does the ILO need to build an up-to-date research and knowledge base for its effective and timely response to the different crises?**

4. Conclusion

What the InFocus Programme on Crisis Response and Reconstruction requires is research that leads to action. There is also clear realization that the Programme alone cannot handle all its research needs. It

therefore has to develop close linkages with relevant researchers outside the ILO and indeed the UN system as a whole. In this connection, one of the outcomes of the current consultation, besides helping us to define the elements for the Programme's research agenda, is to establish an international network of external researchers on the different crises that the InFocus Programme on Crisis Response and Reconstruction can work with regularly to carry out the research agenda. Depending on the availability of funding, a biennial research seminar of the network will be instituted by the Programme to review the research activities undertaken by the network and to consider them for the Programme's working paper series and other publications.

Chapter 8:

The ILO's response to recent natural disasters²⁶

1. Introduction

Alarming employment repercussions and other challenges to the ILO's concerns are created by the natural disasters, armed conflicts and other major crises around the world. The ILO, therefore, currently has a Crisis Response and Reconstruction (International Focus) Programme to contribute to tackling these challenges. The Programme is responsible for planning the ILO's timely and comprehensive response to these crises in terms of technical cooperation services, knowledge and tools development to underpin effective action in the areas that fall within the ILO's mandate. It is also responsible for advocacy on the importance of tackling job-related issues to reduce vulnerability before and after crisis and to empower people to contribute to the recovery of their communities. To strengthen its means of action, it undertakes capacity building of its staff and constituents – including employers', workers' associations and Ministries of Labour – and facilitates their active involvement in crisis response areas, given that such response cannot be “business as usual”. The Programme spans crisis prevention and preparedness, crisis resolution and tackling of the serious unemployment and socio-economic integration challenges after crisis. It sees response to crisis as providing a window of opportunity for altering existing institutions and social and economic relations in a positive way. A critical aspect of the programme's implementation strategy is promoting partnerships with other UN system bodies providing humanitarian and development

26 Paper presented at the Informal Briefing on Natural Disaster preparedness and Response Measures, UN ECOSOC, July 11 2001, Palais des Nations, Geneva.

assistance and with regional, subregional and national institutions, NGOs and civil society groups.

This briefing will provide information on only a sample of the Programme's response work in countries afflicted by natural disasters during the past year. It will specifically cover our response to the Mozambican floods of 2000, the Gujarat earthquake of 2001 in India and the El Salvador earthquake of 2001. In all three countries, the ILO gave priority to "recovering jobs, reactivating the local economy and reducing people's economic vulnerability". These not only address immediate needs but also contribute to strengthen people's resilience to future disasters and to accelerate the whole recovery process.

2. A sample of recent ILO responses to natural disasters

Mozambique

In response to the Mozambique floods of 2000, the ILO fielded a needs' assessment mission in close cooperation with the local United Nations Development Programme (UNDP) Office and the Ministry of Labour. Apart from the mammoth nature of the humanitarian needs, the ILO identified the following: 300, 000 jobs were lost, mostly in the informal sector; other economic losses included US\$278 million in lost assets and US\$247 million in lost production; and the Ministry of Labour lacked the know-how to respond to such job losses stemming from disaster. The ILO, jointly with the Ministry of Labour, immediately formulated an Employment Recovery and Reduction of Socio-Economic Vulnerability Programme, consisting of rebuilding markets in the Chokwe area (which were washed away by the floods) on better sites and in a more secure way to withstand future disasters, restoring 310 jobs to the market traders who had lost their businesses; providing livestock to 55 peasant groups to re-launch their livestock-raising activities; providing skills retraining to some of the youth and adults in agricultural tools

production, construction and other trades to render them employable; and strengthening the Ministry of Labour and the District Administration's capacity to address the employment impacts of the floods in a sustainable manner. This will now be followed by the implementation, with Italian funding, of a much larger programme for small business recovery, covering several of the flood-affected areas and again working closely with local as well as international organizations.

Gujarat in India

An ILO mission after the Gujarat earthquake designed a model programme for social reconstruction in ten villages of the Kutch district. It consists of a set of interrelated activities: to provide temporary cottage industry production cum training centres; community fodder banks; skills training including both craft and construction skills; and a model training cum demonstration site for earthquake-resistant housing. The project is being implemented through a local institution, the Self-Employed Women's Association (SEWA) with which the ILO has a longstanding technical cooperation relationship. The use of the Association also guarantees the gender sensitivity of the project's activities.

Additionally, the ILO has been monitoring and supporting the response of the corporate sector and the trade unions to the disaster. The former has, for example, adopted some of the affected villages to assist, while the latter's members have provided part of their wages to the affected people. With a local research institute, a methodology is being designed to facilitate all estimates of the employment impacts of the earthquake. Such a methodology will strengthen the ILO's crisis work by enabling it to focus even greater attention on the employment dimensions of natural disasters. The study may also help to highlight the situation of different groups in the labour market in terms of their vulnerability to disasters. The ILO is also promoting the use of labour-based approaches in the reconstruction of infrastructure and housing in the affected areas. The ILO's response was planned closely with the national disaster management team and other relevant local organizations.

El Salvador

The ILO responded quickly to the El Salvador earthquake by sending a mission to assess the impact on employment and livelihoods by sector. It also devised a strategy within the context of the overall UN response to address these challenges. More than 1.2 million persons were affected when 203,000 jobs were lost as a result of the initial earthquake. The ILO was able to assess just where these job losses were by examining, for example, the agricultural, medium- and small-scale and export-zone situations.

Based on these analyses, the ILO devised a strategy and programme of response which involved two interventions.

- Reviving local economies, through the decentralization of the national and international reconstruction efforts. This involves the use of local resources, including local labour through the adoption of labour-based technology for infrastructure rehabilitation and the use of local materials and other resources. The focus of attention was the sectors of the economy most seriously impacted by the quake.
- Boosting local economies through investments in local enterprises and supply of goods and services. This component is accompanied by practical measure to reduce future vulnerability through, for example, adopting good engineering practices and improved regulatory frameworks for rehabilitation activities.

3. General observations regarding innovative approaches, ideas and plans for future action

- Productive jobs constitute a powerful route to recovery for people reeling under the impact of a series of natural disasters and other crises. It gives them back their dignity, self-confidence and rekindles their hope, in addition to enabling them to meet their basic material

needs and to reduce their poverty. They have to be planned early in the response to the disaster and should also constitute part of the contingency and disaster preparedness plans. Job creation straddles the humanitarian and developmental phases of crisis response.

- Such jobs just do not happen by themselves. They have to be targeted by a series of measures to promote them. Plans and programmes for disaster response – humanitarian, reconstruction and developmental – need to be employment sensitive, in addition to making an effort to observe the fundamental rights and principles at work and other international labour standards. The bulk of the jobs created by them must go to the local affected people. Furthermore, support to local economic development agencies, micro-finance bodies, employers' and workers' organizations, community groups, training institutions and other labour market institutions can have a positive impact in terms of saving existing jobs and also creating new ones to absorb the crisis-affected groups.
- Household job diversification can form an integral part of a clear risk mitigation strategy.
- There is hardly any international and local media coverage of the job losses of natural disasters, and this limits attention being paid to this issue at the different levels, such as by donors and national policy makers.
- How to rebuild livelihoods is generally not adequately emphasized nor mainstreamed in the national policies and measures adopted in response to a national disaster. It is also important to recognize employment as a disaster mitigation factor and an essential coping strategy in the short, medium and long term.
- The value of money and assets lost under a natural disaster differs with the context and the economic status of the affected people. One dollar may mean the loss of several days' food for a family in a very poor environment, while millions of dollars lost in a developed country may be seen as insignificant. Furthermore, destruction of a home (even a very poor one) may mean complete destruction of livelihoods when the affected occupants depend on home-based enterprises.

- Effective disaster response has to be locally rooted by using local institutions in execution and by strengthening these institutions in the process. Such institutions should not be seen as only the designated disaster management body, but also bodies like the Ministry of Labour, women's groups, workers' associations, employers' agencies, etc. which the ILO works with and are also critical in relation to the job situation. Public and private sector partnerships are also crucial owing to the complexity of the problem which makes it impossible to be handled by the public institutions alone. Such an approach also enhances the local sustainability of the interventions.
- We have found country disaster management teams to be an essential framework for planning and implementing our response in a way that is closely linked to others. Regular United Nations Office of the Coordinator the Humanitarian Affairs (UNOCHA) meetings and briefing sessions in Geneva and elsewhere have also been valuable in this process.
- The ILO's crisis response programme is gradually succeeding in harmonizing our job-related concerns with the approaches of other UN agencies and NGOs like the International Federation of the Red Cross and Red Crescent Societies, as the *World Disaster Report of 2001* acknowledges when it makes several references to the ILO's work and approach. As this recent Report observes, for example: "Why are people returning to their disaster-prone old homes? Unemployment in the areas they were relocated is the main reason. Earning an income is clearly one of the best, and most obvious, ways to recover from disaster" (page 93).

4. Conclusion

The ILO's overriding goal is to promote opportunities for all women and men to obtain decent and productive work in conditions of freedom, equity, security and human dignity. Natural disasters and other crises threaten this goal. In the aftermath of natural disasters, there is the real danger that individuals may lose their freedom of choice or even their personal freedom in the labour market; inequality and insecurity

may grow; and human dignity may suffer serious blows. The promotion of decent work and making it more durable must therefore be an essential element of relief, rehabilitation, reconstruction and development. The ILO has the tools, the programmes and the expertise to be able to readily contribute to the crisis response work of other agencies and organizations, including humanitarian and developmental ones, to ensure the necessary collaborative effort in tackling the serious job and other socio-economic effects of natural disasters and other crises.

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Annex:

Relevant ILO materials on crisis

I. Selected IFP/CRISIS outputs

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—: *Supporting small business recovery after the Mozambican floods of 2000: Promoting an enabling local economic environment* (May 2001).

- : Final Report: ILO Crisis Response and Reconstruction Capacity-Building Training Workshop, Turin, 23-27 October 2000 (Geneva, May 2001).
- : (COOP/IFPCRISIS): *Local economic development in post-crisis Areas: An operational guide* (2001).
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