



Governing Body

331st Session, Geneva, 26 October–9 November 2017

GB.331/INS/4/2

Institutional Section

INS

Date: 9 October 2017

Original: English

FOURTH ITEM ON THE AGENDA

Matters arising out of the work of the 106th Session (2017) of the International Labour Conference

Follow-up to the resolution concerning employment and decent work for peace and resilience

Purpose of the document

The paper provides a brief overview of the rationale, objective and content of the new Employment and Decent Work for Peace and Resilience Recommendation, 2017 (No. 205), adopted by the International Labour Conference in June 2017. It also establishes the priorities of a possible strategy for action by the Office for the period 2018–23 aimed at giving effect to the related resolution in support of constituents' efforts to implement the Recommendation.

The Governing Body is invited to provide guidance on the proposed follow-up action and to request the Director-General to implement, within the existing resources, the measures identified in the resolution (see the draft decision in paragraph 47).

Relevant strategic objective: All four strategic objectives.

Main relevant outcome/cross-cutting policy driver: Recommendation No. 205 is included under Outcome 1, with important interactions with several other outcomes and all four cross-cutting policy drivers.

Policy implications: The plan of action will guide the work of the Office concerning employment and decent work for peace and resilience for the next three biennia as well as the wider role of the Organization at the international level as relates to this, including in relation to the follow-up to the 2030 Agenda for Sustainable Development, the Sendai Framework for Disaster Risk Reduction 2015–2030, the Paris Agreement, the World Humanitarian Summit and the Grand Bargain.

Legal implications: None.

Financial implications: Implications for future programme and budget proposals beyond 2018–19. Extra-budgetary resource mobilization is required for the implementation of the follow-up plan.

Follow-up action required: Adjustment of the plan of action and its implementation, and notification of Recommendation No. 205 by the Director-General.

Author unit: Employment Policy Department (EMPLOYMENT).

Related documents: Provisional Record No. 13-1(Rev.), International Labour Conference, 106th Session, June 2017, presenting in Part A the Recommendation and in Part B the resolution concerning employment and decent work for peace and resilience; the Programme and Budget for 2018–19.

Introduction

1. At its 106th Session (2017), following a two-year process of standard setting and tripartite consultations, the International Labour Conference adopted the Recommendation concerning employment and decent work for peace and resilience (Employment and Decent Work for Peace and Resilience Recommendation, 2017 (No. 205)), based on a strong tripartite consensus.¹
2. The new Recommendation, which supersedes the Employment (Transition from War to Peace) Recommendation, 1944 (No. 71), is a timely, highly relevant and up-to-date instrument to guide ILO constituents in addressing world of work issues in crisis situations arising from conflict or disaster. In the context of the multiplication and complexity of crises and their devastating impact, affecting more than 2 billion people in the last decade in all regions of the world,² Recommendation No. 205 stands out as the only international normative framework focusing on the employment and decent work dimension of crisis response.
3. Based on the same premise as Recommendation No. 71 – the fundamental role of employment and social justice in promoting lasting peace and in stabilizing societies torn by conflict – Recommendation No. 205 expands the original scope of Recommendation No. 71 to include internal conflicts and disasters. It broadens and updates the guidance on employment and several other elements of the Decent Work Agenda, taking into account the contemporary context and nature of crises as well as the experience gained by the ILO and the international community in crisis response since 1944. It also adopts the latest internationally agreed terminology.
4. The 106th Session of the Conference also adopted the resolution concerning employment and decent work for peace and resilience,³ which invites governments, employers and workers to give full effect to Recommendation No. 205.
5. This paper presents highlights of the Recommendation and proposes a follow-up strategy for Office action to give effect to the resolution, guided by the content of the Recommendation and the priority areas of demand of ILO constituents. The plan of action is proposed initially for the six-year period 2018–23, or three biennia.

Highlights of the Recommendation

6. Recommendation No. 205 provides guidance to Members on the measures to be taken to generate employment and decent work for the purposes of prevention, recovery, peace and resilience with respect to crisis situations arising from conflicts and disasters.
7. Its scope of application extends to all workers and jobseekers, and to all employers, in all sectors of the economy directly or indirectly affected by crisis situations. It also concerns

¹ ILO: *Provisional Record No. 17*, International Labour Conference, 106th Session, Geneva, 2017, pp. 23–24.

² World Bank 2017 estimates and *Human Cost of Natural Disasters: A Global Perspective*, Centre for Research on the Epidemiology of Disasters, 2015.

³ ILO, op. cit., p. 23.

workers and persons in volunteer work engaged in crisis response, including in the immediate response.

8. Recommendation No. 205 invites Members to consider 14 guiding principles in taking measures to prevent and respond to crisis situations. These principles recognize the need to promote full, productive, freely chosen employment and decent work, and to respect, promote and realize the fundamental principles and rights at work, other human rights and other relevant international labour standards. They emphasize the importance of good governance, social dialogue, national reconciliation and a just transition to an environmentally sustainable economy. They highlight the need to respect national laws and use local knowledge, capacity and resources. They affirm the need to combat discrimination and to pay special attention to population groups and individuals who have been made particularly vulnerable by the crisis. They call for international solidarity, burden- and responsibility-sharing and cooperation, and for close coordination and synergies between humanitarian and development assistance.
9. The Recommendation encourages Members to adopt a phased multi-track approach in implementing crisis response strategies,⁴ including immediate emergency measures and long-term measures. It offers practical guidance for designing and implementing crisis prevention and response measures in a range of policy areas, while acknowledging the diversity of national circumstances and priorities. In particular, it elaborates on measures for employment and income generation and for sustainable enterprises; rights, equality and non-discrimination; education, vocational training and guidance; social protection; labour law, labour administration and labour market information; and social dialogue and the role of employers' and workers' organizations. It also provides guidance on migrants affected by crises and on refugees and returnees. Importantly, the Recommendation elaborates on actions to prevent, mitigate and prepare for crises in ways that support economic and social development and decent work. It particularly emphasizes the need for strengthened international cooperation and increased complementarity between humanitarian and development initiatives, and it calls on the ILO to play a leading role in crisis response centred on employment and decent work.

Proposed follow-up strategy

10. The proposed strategy for Office follow-up on Recommendation No. 205 aims primarily to support constituents in the development and implementation of local, national and regional strategies and measures that will give practical effect to the guidance.
11. It also aims to use this unique normative platform to advocate for the ILO's core mandate and values, and for it to play a leading role in employment and decent work initiatives in contexts of crisis prevention and response through invigorated cooperation and joint initiatives among international and regional organizations.
12. The strategy consists of four complementary and mutually reinforcing components: (1) awareness raising and advocacy; (2) policy advice, development cooperation and capacity development; (3) knowledge development and dissemination; and (4) international cooperation and partnerships.
13. It builds on decades of extensive Office work in crisis response and proposes to scale up and, as needed, reorient ongoing initiatives, promote synergies with planned activities and

⁴ The approach is explained in detail in the guide on *Employment and decent work in situations of fragility, conflict and disaster*, ILO Employment Policy Department, Geneva, 2016, pp. 103–105.

initiate new action, in line with the updated guidance of Recommendation No. 205. Specific activities and outputs by the Office will be sequenced over the period of three biennia.

1. Awareness raising and advocacy

14. In view of the complexity of crises and responses, the comprehensive range of issues covered by Recommendation No. 205 and the new concepts and terminology involved, the Office will dedicate significant resources and effort to promotional briefings and information sessions during the 2018–19 biennium.
15. Since its adoption in June 2017, the Office has already started introducing the Recommendation in a number of pre-planned training and knowledge-sharing events. These include, inter alia, a course on the promotion of youth employment in fragile settings at the International Training Centre of the ILO in Turin (ITC–ILO); a segment on local economic development in conflict at the 4th World Forum on Local Economic Development in Praia, Cabo Verde; a regional academy on job creation in fragile settings in Freetown, Sierra Leone; the 5th Africa–EU Summit in Abidjan, Côte d’Ivoire; a special event on youth employment and peace during the United Nations General Assembly.
16. A systematic awareness-raising and advocacy campaign at global and country level will be developed to promote understanding of how the guidance contained in the Recommendation can be put into effect in different contexts. The campaign will aim to reach the ILO’s tripartite constituents as well as the wider community engaged in peacebuilding and in crisis prevention and recovery.
17. Products and means of promotion and advocacy directed at distinct audiences will be developed in various languages and formats and disseminated through appropriate networks and institutions.
18. Recommendation No. 205 will be promoted through relevant ILO and non-ILO events, such as the Geneva Peacebuilding Platform⁵ and the Global Platform for Disaster Risk Reduction.⁶ The Recommendation will also be promoted in relevant regional and global meetings in which the Office and ILO constituents participate, with a view to sharing knowledge, information and good practices for strengthening peace and resilience through employment and decent work.
19. The latest developments and resources related to the Recommendation and its implementation will be regularly published on a dedicated web page on the ILO website, and further disseminated through the thematic web platform “From fragility to resilience through decent work”,⁷ a virtual space hosted by the Turin Centre that collects evidence on what works to promote decent jobs and economic development in fragile settings.
20. The promotional material and campaign should also help Members fulfil their constitutional obligations under article 19(6) of the Constitution to bring the Recommendation before the authority or authorities within whose competence the matter lies for the enactment of legislation or other action, in order to give it effect within a period of one year from the closing of the 106th Session of the Conference, by 16 June 2018, or, if this is impossible

⁵ See: <http://gpplatform.ch/>.

⁶ See: <https://unisdr.org/we/coordinate/global-platform>.

⁷ See: <https://fragilestates.itcilo.org/promotion-of-decent-work-in-situations-of-fragility/>.

owing to exceptional circumstances, at the earliest practicable moment and in no case later than 18 months after the closing of the Conference, in this case by 16 December 2018.

21. The new Recommendation will also be promoted within the Office's efforts for the ratification and implementation of existing ILO standards, in particular those referred to in Recommendation No. 205.

2. Policy advice, technical cooperation and capacity development

Country-level support

22. Implementing employment and decent work strategies supporting peace- and resilience-building is a high priority for ILO constituents in countries affected directly or indirectly by the consequences of conflicts and disasters. Some countries have already reflected this in their Decent Work Country Programmes.
23. Within the available programme and budget allocations and extra-budgetary development cooperation resources mobilized, the Office will support governments, and employers' and workers' organizations in countries affected by conflict and/or disaster. The support in designing, implementing and monitoring national strategies and policies, drawing on the guidance of Recommendation No. 205, will be modulated to take into account the type and nature of the crisis, the extent of impact and response capacity, and specific priorities and needs.
24. Programmatic synergies will be secured with relevant flagship programmes, in particular the Jobs for Peace and Resilience programme regarding the identification of target countries.⁸ The country results achieved will be reported as of the 2018–19 biennium under Outcome 1, indicator 1.4⁹ of the programme and budget.
25. Although crisis response involves a certain level of unpredictability and requires agility to respond to sudden onset events while mobilizing extra-budgetary resources, the Office expects to support national strategies and action in at least eight countries per biennium in the next six years. Countries currently affected by protracted situations of fragility, conflict and disaster will be targeted primarily and supported by the capacity-development activities mentioned above. Due account will be taken of the multi-track approach to crisis response as per the guidance of Recommendation No. 205 and support will include, as relevant and feasible, preparedness, prevention, recovery and resilience building.

Regional and global knowledge sharing and capacity development

26. Building on initiatives implemented in the 2016–17 biennium and in previous years, the Office will update and expand capacity-development actions that include:

⁸ The Jobs for Peace and Resilience flagship programme has prioritized 11 countries in Africa, two in the Americas, four in the Arab States, seven in Asia and the Pacific and one in Europe.

⁹ Criterion of success 1.4.4: In countries in situations of fragility, conflict or disaster, the government, in consultation with the social partners, includes employment and decent work in conflict prevention, disaster risk reduction and recovery strategies, guided by the possible revised instrument replacing the Employment (Transition from War to Peace) Recommendation, 1944 (No. 71)

- (i) The replication and intensification of relevant training courses delivered through the Turin Centre, such as the new dedicated annual training course on “Employment in Fragile States”, based on the guidance of Recommendation No. 205 and on the guide on *Employment and decent work in situations of fragility, conflict and disaster*; ¹⁰ the session on “Fragile-to-Fragile Cooperation” within the academy on South–South and Triangular Cooperation; the annual training on “Private sector development in fragile and conflict-affected situations”; and the academy on Promoting decent jobs in fragile and conflict affected settings.
- (ii) Mainstreaming Recommendation No. 205 into all relevant regular annual courses and academies at the Turin Centre, such as the academy on Social Security and the academy on Social Dialogue and Industrial Relations.
- (iii) Distance-learning courses, including the launch of a massive open online course (MOOC) dedicated to Recommendation No. 205, currently under development.
- (iv) The design and delivery of dedicated tools and capacity-development activities for employers’ and workers’ organizations in their specific respective priority areas, in consultation with the Bureau for Employers’ Activities (ACT/EMP) and the Bureau for Workers’ Activities (ACTRAV). These could include building on the existing manuals and training courses on *Prevention and resolution of violent and armed conflicts: Training manual for use by trade unions organizations* ¹¹ and on *Multi-hazard Business Continuity Management: Guide for small and medium enterprises*. ¹²
- (v) The organization of tailored capacity-development activities to meet the specific needs of different regions and constituents with respect to Recommendation No. 205. It is expected that at least one tripartite training activity per biennium will be offered in the regions most affected by conflicts and disasters.

3. Knowledge development and dissemination

- 27. The development and dissemination of practical knowledge on what works in different contexts are essential to support country-level action towards the consolidation of peace- and resilience-building.
- 28. New research and tools will be developed along four streams of work: (a) focus on key policy areas or specific target groups covered by Recommendation No. 205; (b) analysis of intervention models, policy combinations, technical guidance and implementation modalities that leverage employment and decent work tools to positively impact peace- and resilience-building; (c) data collection and monitoring in countries affected by conflicts and disasters; and (d) impact assessment. Emphasis will be placed on innovative strategies and gender-sensitive approaches, and due attention will be paid to proposing options that can be adapted to the diversity of national circumstances.
- 29. The knowledge development strategy will build and expand on recent initiatives and products, carried out in cooperation with relevant partner organizations, such as: the report

¹⁰ The [guide](#), which is available in English, French, Spanish and Arabic, synthesizes the ILO’s multidisciplinary approach in situations of fragility, conflict and disaster.

¹¹ See: http://ilo.org/employment/Whatwedo/Publications/WCMS_202135/lang--en/index.htm.

¹² See: http://ilo.org/employment/Whatwedo/Instructionmaterials/WCMS_187875/lang--en/index.htm.

on *Employment and decent work in fragile settings: A compass to orient the world of work*,¹³ published jointly with the Centre on Conflict, Development and Peacebuilding (CCDP) of the Graduate Institute of International and Development Studies; the joint research programme of the four agencies – the ILO, the United Nations Peacebuilding Support Office (PBSO), the United Nations Development Programme (UNDP) and the World Bank – on jobs for peacebuilding; the newly launched joint ILO, UNDP, United Nations High Commissioner for Refugees (UNHCR) thematic action plan on Youth for Peace under the aegis of the Global Initiative on Decent Jobs for Youth; and other knowledge products developed as part of the ILO–UNHCR Memorandum of Understanding.

30. The guide on *Employment and decent work in situations of fragility, conflict and disaster* will be translated and disseminated in various languages, and the series of country reports on *Employment and Decent Work in fragile situations: Pathways for peace and resilience*, which illustrates the ILO's approaches and implementation methodologies for promoting employment and decent work in crisis contexts, will continue.
31. While updated tools exist in a number of thematic areas covered by Recommendation No. 205, in particular regarding employment promotion, enterprise development, social protection and access of refugees to the labour market, new policy and practical tools need to be developed in some other priority areas for use in crisis situations. These include, but are not limited to: demobilization and reintegration of children and young persons engaged in conflict; education and skills development; combating child labour and forced labour; use of social dialogue for national reconciliation; social protection guarantees; promoting sustainable enterprise practices and investments; combating discrimination; promoting gender equality and women's empowerment; developing occupational safety and health legislation; and the socio-economic integration of internally displaced populations and returnees. The existing *Guidelines on social dialogue in public emergency services in a changing environment* will be revised by a Meeting of Experts in April 2018 in order to advance the protections provided to workers engaged in the immediate response to emergencies, in line with Recommendation No. 205.
32. These knowledge products will be published in various formats, as relevant – technical and policy briefs, country reports, guides and toolkits, comparative analyses of good practices, research studies and impact-assessment tools – and will be widely disseminated in various languages and through capacity-development initiatives.
33. Dissemination of knowledge related to Recommendation No. 205 will also be ensured through ILO participation in relevant international forums related to the humanitarian and development nexus, including the Grand Bargain initiative to increase effectiveness of humanitarian assistance,¹⁴ the international conferences on social protection, the Global Compact on Refugees and the Global Compact for Migration.

4. International cooperation and partnerships

34. The resolution requests the Director-General to bring Recommendation No. 205 to the attention of relevant international and regional organizations and to promote cooperation and partnerships with these organizations with the aim of coordinating policies and initiatives

¹³ See: http://ilo.org/global/topics/employment-promotion/recovery-and-reconstruction/WCMS_467329/lang--en/index.htm.

¹⁴ See: <http://agendaforhumanity.org/initiatives/3861>.

for the promotion of employment and decent work for prevention and response to crises arising from conflicts and disasters.

35. The 2030 Agenda states that sustainable development cannot be realized without peace and security. The promotion and implementation of Recommendation No. 205 would contribute to the realization of Sustainable Development Goal (SDG) 8 on full, productive employment and decent work, SDG 1 on ending poverty, SDG 13 on climate change, and SDG 16 on the promotion of just, peaceful and inclusive societies.
36. Furthermore, considering the escalating human and economic cost of conflicts and disasters and the complexity of challenges encountered in fragile settings, the United Nations and its Member States are shifting the focus from recovery only to include prevention as a crucial aspect for preserving stability and sustaining peace and resilience. In this context, Recommendation No. 205 provides a unique and timely platform for advocating human rights, including fundamental rights, employment and decent work as critical ingredients focusing on root causes to prevent crises and sustain peace.
37. The ILO, from the perspective of its core mandate on employment and decent work, is well placed and actively engaged in the United Nations task teams and mechanisms pertaining to disaster risk reduction and to the implementation of the Sendai Framework for Disaster Risk Reduction 2015–2030 (Sendai Framework),¹⁵ and to peacebuilding and sustaining peace, with emphasis on prevention. This cooperation was intensified in the preparation of Recommendation No. 205. Several UN entities involved in disaster response or peacebuilding supported and actively contributed to the process of the revision of Recommendation No. 71 and have welcomed the adoption of the new Recommendation No. 205. The UNHCR has embedded cooperation on the promotion of Recommendation No. 205 within the new Memorandum of Understanding signed with the ILO in 2016 and communicated it to its field offices.
38. Advocacy campaigns specifically addressed to international partners will promote the use of Recommendation No. 205 as a common working tool. Cooperation will be strengthened and new activities developed with the United Nations Office for Disaster Risk Reduction (UNISDR), the International Federation of Red Cross and Red Crescent Societies (IFRC), the g7+ group of fragile and conflict-affected countries, among others. Ongoing joint initiatives will be expanded, including the partnership on employment for peacebuilding with the PBSO, UNDP and the World Bank (WB), the UN–WB Partnership Framework for Crisis-Affected Situations, the Post Disaster Needs Assessment (PDNA),¹⁶ the thematic plan for youth in fragile contexts within the Global Initiative on Decent Jobs for Youth, the global partnership for SDG 1.3 and Alliance 8.7.
39. The Office will also explore the opportunity to collaborate with new partners, including at country level, to support Members in giving effect to the guidance of Recommendation No. 205. Cooperation with regional institutions, such as the European Commission, the African Development Bank and others, as relevant, will be reinforced, notably in the framework of their initiatives on fragile situations.
40. The ILO will continue and will scale up the promotion of South–South and triangular cooperation and fragile-to-fragile cooperation, including through the interregional exchange

¹⁵ The Sendai Framework is a 15-year, voluntary, non-binding agreement that aims to prevent new and reduce existing disaster risks while increasing resilience. It was endorsed by the UN General Assembly following the 2015 Third UN World Conference on Disaster Risk Reduction (WCDRR).

¹⁶ The PDNA partnership includes the Global Facility for Disaster Reduction and Recovery (GFDRR), the United Nations and the European Union.

of experience on successful approaches to employment and decent work for peace and resilience.

Coherent Office follow-up and support

41. Given the comprehensive nature of the Recommendation, which cuts across the Decent Work Agenda, the plan of action should be considered and reflected as appropriate, in synergy with all outcomes, cross-cutting policy drivers and relevant flagship programmes, notably Jobs for Peace and Resilience, IPEC+ and Building Social Protection Floors for All.
42. Accordingly, specific references to Recommendation No. 205 will be included and mainstreamed, as relevant, in the workplans of policy departments and field units, the Partnerships and Field Support Department (PARDEV), the Multilateral Cooperation Department (MULTILATERALS), and the Turin Centre. Awareness-raising and staff development activities will be organized, including through specific sessions in several global technical team meetings, to bring technical staff up to speed with respect to the new framework and to ensure consistency of understanding, promotion and dissemination of Recommendation No. 205, and sustainability of action.
43. Effective crisis response requires a great deal of internal and external coherence and coordination. The Office will put in place a coordination function to ensure a coherent interdisciplinary and intra-Office approach to respond to crises in line with the decision of the Governing Body at its 320th Session (March 2014) concerning ILO technical cooperation in fragile States.¹⁷
44. Experience shows that the ILO's early interventions in conflict and disaster settings promoting livelihood and job creation for immediate stabilization and recovery serve as an entry point to develop integrated ILO programmes with an expanded scope at a later stage.¹⁸
45. This coordination function will facilitate:
 - mobilization for timely and early coordinated crisis response at country level;
 - internal coordination with relevant ILO departments and field offices, task teams and facilitation of Office-wide engagement for the promotion and implementation of the follow-up plan of action;
 - external coordination and strengthened synergies with both the peacebuilding and the disaster-response communities, working at the nexus between humanitarian and development assistance, and continued participation in inter-agency initiatives and international forums related to peacebuilding and disaster response for enhanced cooperation;
 - building staff capacity and awareness with respect to Recommendation No. 205 and approaches for partnership and resource mobilization, including access to sources of post-emergency funding such as the UN Central Emergency Response Fund (CERF),

¹⁷ ILO: *Minutes of the 320th Session of the Governing Body of the International Labour Office*, Governing Body, 320th Session, Geneva, Mar. 2014, [GB.320/PV](#), para. 542.

¹⁸ Several examples are provided in the guide on *Employment and decent work in situations of fragility, conflict and disaster*. See also the cases of Haiti and Timor-Leste published in the series of country reports *Employment and Decent Work in fragile situations: Pathways for peace and resilience*, ILO Employment Policy Department, Geneva, 2016.

flash appeals, humanitarian response plans, UN trust funds, and calls for proposals in conflict- and disaster-affected countries.

46. The Office will intensify proactive action to seize opportunities for extra-budgetary resource mobilization. To this end, the Office will promote dialogue and communication with donors on Recommendation No. 205 and the ILO's role in crisis response.

Draft decision

47. *The Governing Body requests the Director-General to:*

- (a) take into account its guidance in pursuing the plan of action for the implementation of the Employment and Decent Work for Peace and Resilience Recommendation, 2017 (No. 205), and to draw on it when preparing future programme and budget proposals and developing resource mobilization initiatives; and*
- (b) communicate the resolution concerning employment and decent work for peace and resilience to the governments of member States, and through them to the national employers' and workers' organizations and, also, to partner agencies in the multilateral system.*