



International
Labour
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International
Training
Centre

International
Programme on
the Elimination
of Child Labour
(IPEC)

CHILDREN FORMERLY ASSOCIATED
WITH ARMED FORCES AND GROUPS

“How-to” guide on economic reintegration



INTERNATIONAL LABOUR ORGANIZATION
International Programme on the Elimination of Child Labour (IPEC)
International Training Centre (ITC)

Children formerly associated with armed forces and groups

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on economic reintegration***

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Children formerly associated with armed forces and groups.
“How-to” guide on economic reintegration

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Foreword

Tens of thousands of children around the world, boys as well as girls, are fighting wars as part of government armed forces or other armed groups. Some of them are used as combatants and take direct part in hostilities, while others are used in supportive roles or for sexual purposes.

The ILO Convention on the Worst Forms of Child Labour, 1999 (No. 182) defines the forced or compulsory recruitment of children for use in armed conflict as a worst form of child labour. It calls on Member States to take effective and time-bound measures to prevent the recruitment of children by armed forces or groups and to facilitate the reintegration of those who have been released. By the time this publication went to print, the Convention was ratified by 172 countries, including most of the countries where children are being used in armed conflict.

Shortly after the adoption of Convention No. 182, the ILO, through its International Programme on the Elimination of Child Labour (IPEC), began to assist concerned Member States in tackling the use of children in armed conflict. In contributing to prevention, release and reintegration efforts, the ILO made a strategic decision to concentrate on the economic reintegration of children who had reached the minimum age for admission to employment. The rationale behind this was to make the best use of the ILO's value added in the field of vocational training and employment support and to complement the interventions of child protection agencies that concentrated their efforts on other aspects of children's reintegration. The aim of the ILO was to address the economic gap in prevention and reintegration.

As a result, since 2003 ILO-IPEC has implemented projects aimed at preventing the recruitment of children and supporting the economic reintegration of children formerly associated with armed forces and groups in Burundi, Colombia, Congo, Democratic Republic of Congo, Rwanda, the Philippines and Sri Lanka. These projects, carried out in collaboration with governments, employers' and workers' organizations and a variety of other local partners, made it possible for ILO-IPEC to develop, test and validate a solid approach to economic reintegration of children.

This Guide is a joint effort of ILO-IPEC and the International Training Centre of the ILO (ITC-ILO) to document the Organization's rich field experience, knowledge and expertise and to share it with other stakeholders. It provides practical and "how-to" guidance to help organizations on the ground translate the Paris Principles and Guidelines on Children Associated with Armed Forces and Armed Groups and the United Nations Integrated Disarmament, Demobilization and Reintegration Standards into action.

It is hoped that the resources provided in this Guide will contribute to strengthening the economic dimension of reintegration programmes for children formerly associated with armed forces and groups in all countries concerned.

The preparation of this Guide was made possible through funding by the European Union, and materialised thanks to expertise and contribution of numerous individuals to whom the ITC-ILO and ILO-IPEC would like to express their gratitude.



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Abbreviations

ASCAS	Accumulating savings and credit associations
BDS	Business development services
CBT	Community-based training
DDR	Disarmament, demobilization and reintegration
DET	Disability equality training
DPO	Disabled persons' organization
EIIP	Employment-intensive investment programme
ICRC	International Committee of the Red Cross
IDDRS	Integrated Disarmament, Demobilization and Reintegration Standards
IDP	Internally displaced person
ILO-IPEC	International Labour Organization/International Programme on the Elimination of Child Labour
ILO SFP	ILO Social Finance Programme
IM	Institutional mapping
IMS	Information management system
IOM	International Organization for Migration
KIA/KIS	Key informants approach/survey
LER/LED	Local economic recovery/development
LMI	Labour market information
MFI	Microfinance institution
MI	Microinsurance
NGO	Non-governmental organization
OCHA	(UN) Office for the Coordination of Humanitarian Affairs
OSH	Occupational safety and health
PES/EPES	Public employment service/Emergency public employment service
PPP	Public-private partnership
QIP	Quick impact programme
RLF	Revolving loan fund
ROSCAS	Rotating savings and credit associations
SCEAM	Supporting Children's Rights through Education, the Arts and the Media (ILO/IPEC product)
TD	Territorial diagnosis

TOR	Terms of reference
UNAIDS	United Nations Joint Programme on HIV, AIDS
UNCRPD	UN Convention on the Rights of Persons with Disabilities
UNHCR	UN High Commission for Refugees
UNDP	UN Development Programme
UNICEF	UN Children Fund
VTC	Vocational training centre
WEDGE	Women's Entrepreneurship Development and Gender Equality (ILO Programme)
WFP	World Food Programme
WHO	World Health Organization

Introduction

Why and for whom the *Guide* was developed

This *Guide* is designed to assist agencies and individuals in achieving the successful economic reintegration¹ of young people who were formerly associated with armed forces and groups² and other conflict-affected children.

Providing young people with long-lasting employment opportunities is increasingly recognized as a key strategy for reintegration as well as for preventing recruitment of children into armed forces and groups. However, child release and reintegration programmes, which offer protection, family and community reunification, schooling and social reintegration services, have found it extremely challenging to ensure sustainable economic reintegration of their beneficiaries. There are many reasons for this, including the fact that most agencies involved in such programmes have a mandate and possess expertise in the field of child protection but have little experience with providing economic services.

This *Guide* seeks to assist implementing agencies to assess and appropriately address the needs of the older “working age” child. It will be useful for those providing specific technical components (e.g. vocational training or business development services) as well as for national Disarmament, Demobilization and Reintegration (DDR) commissions, UN agencies, international NGOs, etc. which are involved in designing, overseeing, monitoring, and evaluating release and reintegration programmes.

Relation to the DDR policy context

The *Guide* is in line with the 2006 United Nations Integrated Disarmament, Demobilization and Reintegration Standards (IDDRS), the 2007 Paris commitments and Paris principles and guidelines on children associated with armed forces and armed groups, and the United Nations Policy for Post-Conflict Employment Creation, Income Generation and Reintegration, adopted in May 2008. However, while these policies and guidelines describe and have partly standardized “what” has to be done for the release and reintegration of children, feedback from the field indicates that there is still insufficient guidance on “how” to do it when confronted with the task in the field. It has become clear that practical and operational guidelines and tools are necessary so that agencies have the capacity to incorporate an economic component for children of working age in their prevention and reintegration programmes.

Thus, the present *Guide* does not repeat what has already been well described in the above documents, but aims to go a step further and address “operationalization”, i.e. how to implement economic components of release and reintegration programmes for children.

The content of the *Guide*

The *Guide* draws on the expertise of ILO technical units and, equally important, on lessons learned from the field experience of ILO technical cooperation projects, particularly those on the economic reintegration of children and youth formerly associated with armed forces and groups undertaken in Burundi, Colombia, Congo, Democratic Republic of Congo, the Philippines, Sri Lanka and Rwanda.

1 The *Guide* uses the term “reintegration”, in conformity with the Disarmament Demobilization and Reintegration concept. However, concerning economic issues and employment for the majority of the children and youth, the term “integration” would be more appropriate.

2 “young people” refers to working age children (i.e. the minimum age for employment in the country concerned) and young people above the age of 18 who were released or had otherwise left the armed forces or groups before they reached the age of 18.

Throughout, the *Guide* takes the ILO Decent Work paradigm as its basic organizing principle. For the ILO, “decent work” means working in conditions of freedom, equity, safety, and human dignity where the worker’s rights are respected and s/he can take part in decisions that may affect her/his welfare.³ Ensuring that young people find decent work may sound impossible in a (post) conflict environment. Nevertheless by establishing decent work as an underlying principle and aim in release and reintegration programmes at the outset, the programme can work towards incorporating the following elements:

- ensuring that fundamental rights are respected (no child labour, no forced labour, no discrimination);
- promoting a productive activity that generates adequate income (provision of training by improving technical, managerial and entrepreneurship skills, facilitating access to financial services, facilitating integration into the social and economic environment, or linking to comprehensive area-based development/recovery initiatives, supporting formalization);
- ensuring social protection (facilitating access to health care, ensuring occupational safety and health, addressing HIV and AIDS);
- ensuring voice and representation (participation in associations that help make their voice heard).

The context in which reintegration takes place determines what can be achieved in a particular time and place. There are some situations where the social and economic environment is conducive, that is service providers (e.g. of financial services) are available, and comprehensive area-based development programmes are underway; on the contrary, there are other situations where constraints of all sorts accumulate and make finding decent work opportunities very challenging. The *Guide* therefore offers alternatives whenever possible. It also encourages the user to be flexible and to continuously check the concepts being proposed in the *Guide* against the reality on the ground. Under difficult conditions, the implementing agency must adapt the options presented in the *Guide* using their own experience and common sense.

Since the *Guide* is focusing on economic reintegration, it does not concern itself with:

- young children (below legal working age)
- social reintegration, in particular psycho-social aspects, as this may require specialized expertise or
- the demand side of employment; instead, the task of implementing agencies is to ensure that project participants effectively benefit from employment policies and programmes established by others.⁴

How the *Guide* is organized

The central part of the Guide is composed of ten modules directed to each of the main aspects of economic reintegration. It should be borne in mind that economic reintegration is a single coherent process, and that the division of this process into separate modules is only a matter of presentation. All components are necessary. Attempts to shortcut or undertake one component in isolation from the others is almost invariably problematic in the long run.

Each module consists of two sections. The first is an introductory background section, entitled “What to consider” that briefly summarizes the main elements of the subject at hand and presents the concepts with which the agencies need to be familiar in order to improve their performance. The main section is entitled “What to do, how to do it” and provides guidance on the concrete steps that can be taken for the effective reintegration of working age children.

In addition, some modules offer tools in the form of checklists, step-by-step instructions, model terms of reference, specimens of statutes, illustrative best practice examples, etc. that can be of use to implementing agencies and adapted to their specific needs.

3 SOMAVIA, Juan, *Decent jobs for all in a global economy; an ILO perspective*, document submitted to the Third WTO Ministerial Meeting (30 Nov. 3 Dec. 1999), SOMAVIA, Juan, *Introduction in “Globalising Europe. Decent work in the information economy. Report of the Director General”*. Sixth European Regional Meeting, ILO, Geneva 2000, vol I, p. X.

4 Module 2 on Local economic and social environment assessment explicitly addresses this question.

The *Guide* also proposes guidance that is adapted to meet the specific needs of girls and of young people living with disabilities or with HIV. This guidance is integrated into each of the modules wherever appropriate. In addition, Module 10 has consolidated these various pieces in one place in order to make it easier for implementing agencies to organize a comprehensive economic reintegration process for those with specific needs.

Theoretical explanations are kept to a minimum in most of the modules, the focus being on operational guidance. However, the chapter on the 'Conceptual Framework' deals with global issues and presents the theoretical and policy background for the work on economic reintegration of young people. Field-based implementing agencies will not normally be in a position to intervene on the policy and programmatic level; nonetheless, it is essential that they be familiar with issues at that level as they inevitably have an impact on ground level operations. For example, there is an emerging consensus that immediate post-conflict stabilization, local economic recovery and sustainable employment creation are all interconnected, with employment playing a key role in all three phases. Another example is the importance of making reintegration part of broader policies and programmes at both national and local levels. Both examples show how policy profoundly influences reintegration projects on the ground.

The conceptual framework aims at strengthening the capacity of project implementing agencies to participate in such changes on the ground and to understand their particular place in the global economic recovery/development process. Knowing this larger picture, agencies can see the importance of not implementing isolated activities that may be inconsistent, counterproductive, or even harmful in light of the global processes⁵. The emphasis the *Guide* places on understanding the policy level is motivated by the fact that in the past, local DDR programmes have largely ignored global employment promotion policies and programmes.

Three annexes provide definitions of key concepts, a selective list of recommended readings and a flowchart for the proposed sequencing of project activities.

The following icons are used throughout the text:

➤ indicates a proposed activity



indicates that a tool can be found at the end of the module.

How the *Guide* was developed and how it will be used

The *Guide* has been developed in the framework of the ILO project Freeing Children from Armed Conflict, funded by the European Union. A number of departments/units within the ILO and other agencies have been involved in its design and final validation.

While the *Guide* is primarily intended to assist project implementing agencies in their day-to-day work in the field, it can also be used as a basis for training. An initial draft was tested in a training in Southern Sudan in September 2009 and feedback from participants has been integrated into the final document.

5 See Guiding Principle 2 "Do no harm" of Annex 1 of the *UN policy for Post-Conflict Employment Creation, Income Generation and Reintegration*.

Conceptual framework of the “how-to” guide

This chapter targets the conceptual and not the operational level. It presents the key orientations that will govern operational guidance provided in the following modules. The understanding of these orientations is considered essential for the adequate implementation of economic reintegration strategies at the field level.

Focus on children

Technically, the tools and concepts of economic reintegration are the same for children and for adults

The Guide focuses on economic reintegration of children formerly associated with armed forces and groups, and not of ex-combatants in general. In a strictly technical sense, the tools and concepts of economic reintegration are not different for children formerly associated with armed forces than they are for adult ex-combatants. The generic technical content of vocational skills training, entrepreneurship training, financial services or any other sectoral component does not change when applied to working age children, i.e. children who have reached the minimum age for admission to employment⁶. Why, then, provide specific guidance on the economic reintegration of children⁷?

In fact, in real life, economic concepts are never purely economic in the technical sense. They are inseparably mixed up with “non-economic”, social factors that have to be managed at the same time. The “soundest” economic reintegration strategy, in the technical sense, may be a complete failure if communities do not accept the children, or do not respect or understand the rules of the young persons’ small businesses; they will find efficient ways for sabotage. Rejection can be due to atrocities perpetrated by the children, fears of extension of HIV or AIDS in the community through ex-combatants, moral refusal of female ex-combatants, and so on. All these “social” aspects have economic dimensions, and have to be addressed by the economic reintegration project. Social factors have immediate economic relevance. There is no such thing as a clear-cut economic reintegration strategy. Economic reintegration of children formerly associated with armed forces and groups thus addresses strategies where generic economic tools are inseparably integrated into specific social factors. This requires understanding of the generic tool and at the same time understanding of the specific characteristics of these young persons, a double reference that may be called “contextualization”. The present manual aims at guidance on such contextualized economic reintegration tools for children and youth formerly associated with armed forces and groups (see below on the concept of “children and youth”).

Differences however exist between the economic reintegration of children and that of adults

The key differences between economic reintegration of these children compared to adult ex-combatants are the following:

- Recruitment of children by armed forces or groups is a violation of their human rights under international law, including the Optional Protocol on the involvement of children in armed conflict to the Convention of the Rights of the Child, and ILO Worst Forms of Child Labour Convention, 1999 (No. 182), and can also constitute a war crime and crime against humanity. For this reason, reintegration support is part of reinstating children’s right to return to their family and community, return to school, etc.

⁶ For a detailed discussion of the question of age limits, see Module 1 on Identification of the target group.

⁷ In order to avoid repeated use of the term “children formerly associated with armed forces and groups” or other “children affected by armed conflict” or dehumanizing acronyms like CAAFAG and CAAC, the Guide uses the simple term “children” whenever the context is sufficiently clear to indicate that one or both of these groups are designated.

- International conventions, especially ILO Worst Forms of Child Labour Convention, 1999 (No. 182) and ILO Minimum Age Convention, 1973 (No. 138), prohibit employment of working age children in worst forms of child labour. Worst forms of child labour include the forced recruitment of children (under 18 years of age) for the use in armed conflict, forced labour, child trafficking, the use of children in sexual exploitation or illicit activities, as well as work that is likely to harm the child’s health, safety or morals (hazardous work). The prohibition of “hazardous work” has to be a specific reference for reintegration projects for this target group. Module 1 on the Identification of the target group and Module 8.2 on occupational safety and health provide detailed guidance on this issue.
- The (UN) Integrated DDR Standards as well as the Paris Commitments and Paris Principles insist on the need to include other highly vulnerable conflict affected children in reintegration projects for children formerly associated with armed forces and groups. Though reintegration projects for adult ex-combatants also aim at community impact, inclusion of other conflict-affected children as direct beneficiaries is a specific strategy for reintegration projects targeting children.
- Children associated with armed forces and groups have generally lower basic education and vocational skills training levels than adult ex-combatants and generally no prior work experience. Whereas for adult ex-combatants, short-term refresher courses may often be sufficient to re-build their employability, economic reintegration projects for children will have to provide intensive informal basic education, focused on functional literacy and numeric skills training, and complete vocational skills training programmes. In addition, coaching/follow-up activities will be necessary during a relatively long initial economic installation phase either in self- or wage- employment.
- The psychological impact of war on children is generally more profound than on adults. Economic reintegration projects for children and youth must include important life skills training components, to be provided in parallel to informal education and vocational skills training, and ensure that psychosocial counselling by specialized partners is provided, whenever needed. In economic reintegration projects for this target group, life skills training is not only a separate activity, but even more so an underlying objective, virtually a by-product of the manner in which all economic activities are undertaken, for instance through the provision of positive civilian role models of operational partners such as trainers and master craftspeople.
- Children and youth are more dependent on positive support and also more vulnerable to negative attitudes of family, friends, or partners than adult ex-combatants. Special efforts are required to ensure adherence and positive support from their immediate social environment. Negative attitudes of families or husbands/wives/companions toward the project have been identified as important causes for the dropout of participants. Families, partners or friends may even interfere in project activities in a damaging way; they may, for instance, exercise pressure to use micro-credits for a consumption objective instead of investing in the young person’s small-scale business, thus jeopardizing the whole reintegration process. Children have less capacity to resist such pressure. Economic reintegration projects for children, therefore, require extended follow-up and coaching during installation and consolidation.
- Finally, on the level of benefits for the society as a whole, the contribution that the economic reintegration of these children can make towards breaking the intergenerational poverty cycle of child labour gives it a special strategic importance.

Such specificities are all linked to the special status of working age children: they still belong to childhood, but they are already part of the world of work of adults. The present Guide aims to provide direction to project implementing agencies on economic reintegration strategies adapted to these specific characteristics.

Reintegration programmes for children associated with armed forces and groups should also include other conflict-affected children

As indicated above, there is general consensus on the need to include other children affected by armed conflict, including war-orphans, internally displaced or refugee children as beneficiaries in reintegration projects for children formerly associated with armed forces and groups. Inclusion of other conflict-affected children is primarily a question of equity; it is also an efficient strategy to improve community acceptance of the project and, as will be seen, a strategy that allows reaching children formerly associated with armed forces and groups that may hesitate for different reasons to join the project, especially girls. The present Guide adds another dimension: the prevention of recruitment of children. Poverty has been identified as one of the main reasons for children joining armed forces and groups. Providing war-affected working-age children, a group particularly vulnerable to recruitment, with productive and sustainable employment is considered as the most effective strategy to prevent their recruitment.

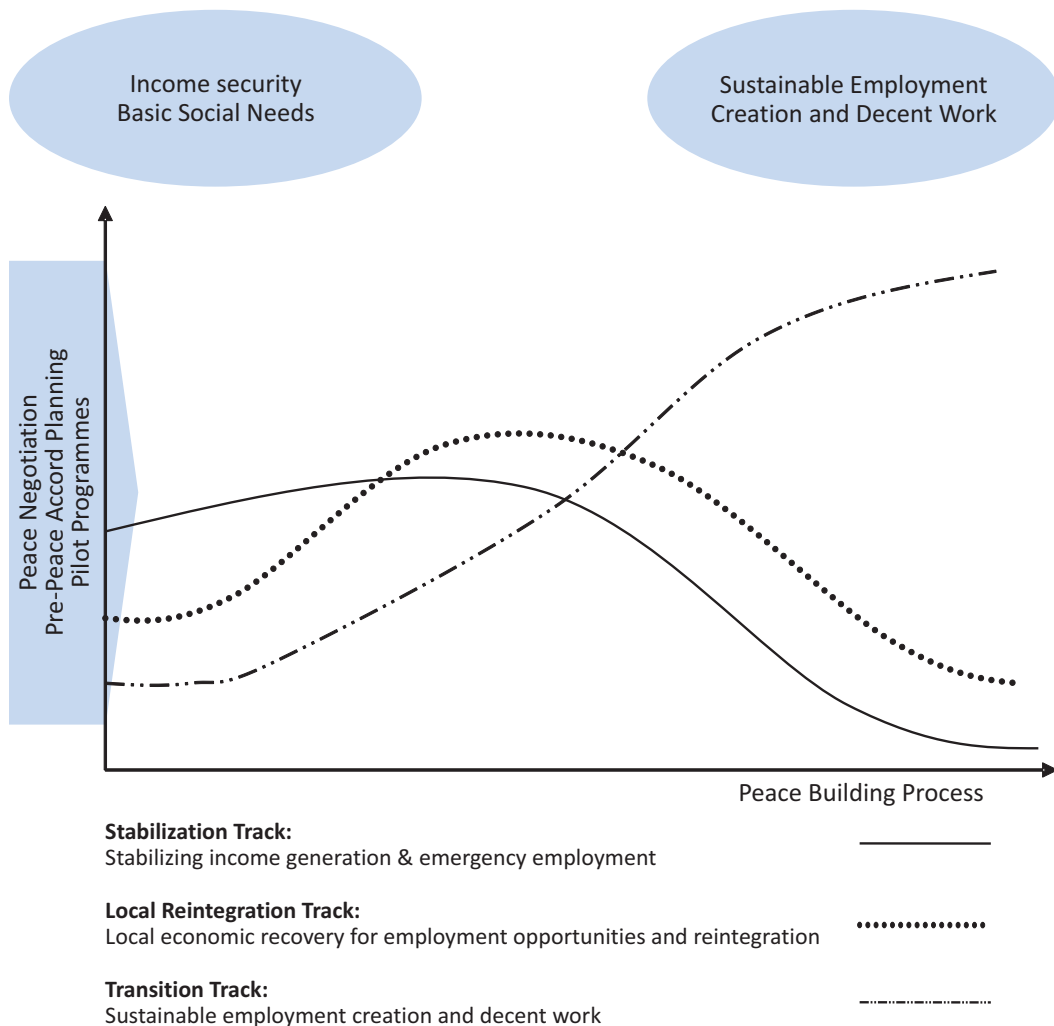
The UN framework of response to post-conflict intervention and reintegration of ex-combatants

The IDDRS

In December 2006, the United Nations launched the Integrated Disarmament, Demobilization and Reintegration Standards (IDDRS), which are a comprehensive and detailed set of policies, guidelines and procedures for undertaking the disarmament, demobilization and reintegration of members of armed forces and groups, including youth and children.

The Paris Principles and Guidelines

In February 2007, member States endorsed the Paris Commitments and Paris Principles, which have become the principles and guidelines on children associated with armed forces or armed groups, following the review of the 1997 Cape Town Principles. By reflecting experience and knowledge from across the globe, this document is intended to both foster greater programmatic coherence and promote good practice among States and international organizations in the prevention of child recruitment as well as the release and reintegration of children associated with armed forces and groups. This document should be used alongside the IDDRS, although it targets an audience larger than the UN agencies, programmes and funds.

Box 1**One programme on three concurrent tracks**

Source: UN: UN Policy for Post-Conflict Employment Creation, Income Generation and Reintegration 2008, p.17.

The UN Policy for Post-Conflict Employment Creation, Income Generation and Reintegration

As regards the crucial field of economic reintegration, a decisive step forward was made in May 2008 when more than 20 key international agencies adopted the UN Policy for Post-Conflict Employment Creation, Income Generation and Reintegration.

The UN Policy paper is built around the “three-track” paradigm which reformulates in a more elaborate way all prior key concepts of post-conflict recovery, such as: the classical distinction between short-term reinsertion and medium to long-term reintegration as accepted for standardized practice in the IDDRS; the concepts of community-based and target-group oriented approaches in opposition to comprehensive area-based strategies; and integration into global/national employment promotion policies, and, most importantly, it presents in a more adequate way the complex articulation between them.

The notion of three phases in post-conflict recovery is not new in itself. It was present for instance in the traditional relief-to-development paradigm. What is new and decisive is that the policy paper puts employment at the heart of all

post-conflict recovery and reintegration strategies, not only in medium and long-term development, but even in immediate post-conflict recovery. Employment is the central issue right through from immediate post-conflict emergency assistance to early recovery until long-term development. To promote employment interventions have to be linked throughout the different phases: employment links humanitarian emergency relief, recovery and development. Sustainability of many reintegration programmes has been low because the key role of employment has been neglected, especially in the track A phase.

The design of short term reinsertion interventions needs to integrate the possibility of transition from reinsertion to reintegration

In line with the Three-track paradigm, the *“how-to” guide* insists on the fact that, while specific short-term reinsertion interventions in immediate post-conflict recovery are essential for simple survival, security and also for equity reasons, such reinsertion programmes do not necessarily lead to sustainable economic reintegration, and even worse, may sometimes, or in some respects, make sustainable reintegration more difficult or even impossible. Pressure for quick results may push for solutions that may not be sustainable in the long run and close the door for other, more sustainable options. The relation between emergency relief and reintegration has become one of the main and most difficult issues in response to conflict (and other crises). Decisions made during the reinsertion phase determine options that will be opened - or closed - for the reintegration phase. This is especially true for target groups like children formerly associated with armed forces and groups. The Guide thus insists on the fact that the way emergency solutions operate determines – positively or negatively – the possibilities of future sustainable reintegration. Furthermore, it underscores as a main issue the importance of the design of emergency interventions that integrate right from the outset the possibility of transition from reinsertion to reintegration. Experience shows that, in order to do this, it is not possible to simply transfer reintegration/development components into the stabilization phase. The specific difficulty pertaining to the planning and implementation of employment programmes in the immediate post-conflict stabilization phase (Track A) is to render such programmes fully respondent to the specific constraints of that phase while concurrently opening the doors to track B and C employment. Reinsertion and reintegration are not necessarily sequential.

The general concept may be easy to conceive, but concrete articulations are complex and difficult to put into practice. Reinsertion and reintegration have different objectives, different time frames and usually different sources of funding. Technical components of development programmes cannot automatically become components of emergency programmes (e.g. micro-finance). Studies suggest possible tensions between the pressure for quick results in emergency programmes and sustainable long-term reintegration. As economic reintegration projects for children generally (but not necessarily) start in the Track A reinsertion phase, the present Guide aims to sensitize implementing agencies on the key importance of this issue and provides guidance on how to pilot transitions that do not “close the door”. With regard to DDR programmes, it is not possible, except in rare cases, for sustainable reintegration to take hold within the time, resource and programme limits of DDR. This means that DDR resources must be used to start processes that allow access to other more long-term resources, programmes, and services.

The starting point of the *“how-to” guide* is the reinsertion/stabilization phase. However, the above considerations clearly indicate that effective reintegration cannot be reached without including the transition into the second track, precisely called the reintegration phase. The relation is twofold. In the first place, and this will be one of the main points made by the Guide, it is essential that any short-term reinsertion employment-related service intrinsically includes the perspective of the transition to sustainable decent employment. The steps for transition should be built as precisely as possible into the individual vocational project of each participant of the project. This requirement changes the very way reinsertion is to be carried out. Secondly, in

many of the technical fields, this implies that a phased approach be adopted and built into the project strategy, thus implying management of the transition from reinsertion to reintegration. The individual employment project should on no account stop at the reinsertion phase for any of the participants.

ILO-CRISIS Guidelines for the socio-economic reintegration of ex-combatants

Based on the preceding documents, ILO’s Programme for Crisis Response and Reconstruction (CRISIS) published in 2009 *Guidelines for the socio-economic reintegration of ex-combatants*. It presents strategic guidance and operational direction in preparing, implementing and supporting sustainable employment-focused reintegration programmes that facilitate social reintegration and reconciliation. It adopts a comprehensive approach to socio-economic reintegration, covering policy options to create an enabling environment for employment at macro, meso and micro levels and guidance on how to design reintegration programmes for ex-combatants and other populations affected by war, such as refugees, IDPs, and returnees. The ILO-CRISIS *Guidelines* and the present “how-to” guide complement each other: the *Guidelines* cover both the employment demand (employment creation policies and programmes) and the employment supply side (increasing the employability of ex-combatants) of socio-economic reintegration of ex-combatants in general, including children formerly associated with armed forces and groups, thus embracing the whole field of economic reintegration, whereas the “how-to” guide focuses on increasing the employability of the specific target group of children. Whereas the *Guidelines* aim at the theoretical framework of socio-economic reintegration, the “how-to” guide focuses on operational guidance at the field level. Both manuals should be consulted together.

ILO-IPEC Strategic Framework for addressing the economic gap in prevention of child recruitment and reintegration

As regards specifically the reintegration of *children* formerly associated with armed forces and groups, approved principles and guidelines, such as the Paris Commitments and Paris Principles and the IDDRS, lacked a more detailed strategic framework to guide practitioners in addressing these issues from an economic perspective. This has often resulted in prevention efforts that were only partially effective, and in reintegration processes with weak economic reintegration components. In October 2007, ILO’s International Programme on the Elimination of Child Labour (IPEC) issued a *Strategic Framework for addressing the economic gap in prevention of child recruitment and reintegration of children formerly associated with armed forces and groups*.⁸ This document builds on the experience of ILO-IPEC’s interregional project: Prevention and Reintegration of Children involved in Armed Conflict⁹. It aims at providing agencies involved in release and reintegration for children with strategic guidance to develop and implement prevention and reintegration programmes for children with an economic component. The present Guide completes the *Strategic Framework* by going a step further towards “operationalization”.

Decent Work

Decent work matters in crisis

Decent work is the central concept that underlies guidance provided in this manual. The Guide firmly states that “decent” work is not a luxury for later development stages, but that “decent work matters in crises”, as one ILO publication puts it.¹⁰ Economic reintegration is more than just the possibility to earn one’s living. Decent work involves opportunities for work that is productive and delivers a fair income, security in the workplace and social protection for families, better prospects for personal development and social integration, freedom for people to express their concerns, organize and participate in the decisions that affect their lives and equality of opportunity and treatment for all women and men.

8 ILO-IPEC: *Prevention of child recruitment and reintegration of children associated with armed forces and groups. Strategic framework for addressing the economic gap*, Geneva, 2007.

9 Prevention and Reintegration of Children involved in Armed Conflict: an Inter-Regional Programme. Geographical coverage: Burundi, Colombia, Democratic Republic of Congo, Philippines, Republic of Congo, Rwanda, and Sri Lanka (core countries); Cote d’Ivoire, Liberia, Sierra Leone and Uganda (non-core countries).

10 See ILO-CRISIS: *Decent work matters in crises: ILO response to crisis challenges*, 22 factsheets, Geneva, 2003.

Decent work, in all its dimensions, is still rarely taken into account in current reintegration projects. Given the economic difficulties of post-conflict settings, the capacity to provide any job may already be considered a success, and may be acceptable in an immediate post-conflict emergency stabilization situation. However, it is becoming increasingly evident that decent work is in effect the basis for sustainable recovery, development and peace. Without decent work, old or new exclusions, domination, injustice will re-appear and set the stage for new conflict. While effective implementation of all components of decent work in post-conflict-settings may be progressive, the comprehensive concept of decent work should guide economic reintegration right from the beginning.

Voice, participation, and representation

Reintegration of young people requires jobs, but even more so full integration into the social, economic and political life of their communities

Decent work and sustainable reintegration, conflict recovery and peace are all linked by the importance attached to inclusive participation which is a key factor. This dimension is especially important for the reintegration of children and youth¹¹. Social exclusion, “no future”, no jobs, no chance to be heard or to participate in decisions about the economic, social and political affairs of their communities has pushed some children to join armed forces and groups. Armed groups in present-day conflicts are predominantly composed of youth. Reintegration of these young people after conflict certainly requires jobs, but even more so the full integration into the social, economic and political life of their communities, i.e. the possibility to freely express their concerns and to be heard, meaningful participation in decisions concerning their communities, and representation in bodies that decide on the life of the community. If “reintegration” is taken as meaning that jobs are available for returning youth while the social and political structures that had excluded them are maintained, reintegration will not work. Though most children who join armed forces and groups are driven by external factors (poverty, family violence, ideology etc), many others are forcibly recruited. Furthermore, some children may join the armed forces because they belong to excluded minorities, and girls/young women may join because of male domination. In many conflict-affected societies, young people in general are excluded from meaningful participation in the social, economic and political affairs of their communities. Economic reintegration of the project’s target group thus raises the question of the frustrating status of youth in many conflict-affected societies, the status of girls and young women, and the exclusion of social groups with specific needs, such as persons with disabilities.

Project participants should participate meaningfully in decisions at all stages of the reintegration process

Providing voice and participation starts with the implementation modalities of the reintegration project itself. Participation of children in the discussion regarding their reintegration should ideally begin as early as possible, even during the transitory care phase where this applies. The Guide highlights the need to put into practice the participation of project beneficiaries in project implementation as a learning process for new civilian behaviour patterns.

In the context of economic reintegration, voice and participation also means active participation and representation in professional bodies, including workers’ organizations or artisans’ associations, and in community associations, such as youth or women’s organizations. The implementing agency has the task to prepare the young persons for such active participation and representation, and to advocate on the level of professional and community organizations for their acceptance and inclusion.

11 For a detailed discussion of these categories, see Module 2 on Identification of the target group.

Finally, voice, participation and representation of the project’s target group are fundamental to an inclusive post-conflict recovery policy. Though outside of their direct reach, target group oriented projects should seize the opportunity to participate, whenever possible, in comprehensive local recovery initiatives, such as those brought up in the following paragraph, to introduce the needs and concerns of these children and youth into inclusive participatory policies which might be emerging at the local level.

The Guide highlights the importance of this dimension throughout all the technical components, and summarizes key issues in a special module.

The holistic local economic recovery/development approach

Reintegration projects need to consider linkages to other policies and programmes which aim to increase employment opportunities

As indicated above, economic reintegration policies and programmes may be seen from the labour supply side - increasing the employability of people - or from the labour demand side - increasing employment opportunities in the labour market. Target-oriented reintegration projects predominantly operate on the labour supply side, but that does not mean that they should not consider the linkages to programmes and policies on the labour demand side. Reintegration projects have sometimes started providing vocational training and other support services to their target group, ignoring labour market problems, in the hope that “somehow”, employable people will make their way to employment. This is not sufficient. It does not make sense to train people where there are no employment opportunities. Both labour sides have to be considered simultaneously. “There is some evidence that youth interventions have so far relied too heavily on the supply side (building up skills), as opposed to increasing job opportunities for trained youth.”¹²

The “how-to” guide, therefore, recommends to start by looking out for the existence of a comprehensive area-based recovery or development programme in the project area, like the ILO supported Local Economic Recovery (LER)/Development (LED) programmes (see Box 2), and, if it exists, to integrate project activities into such a framework. Apart from operational facilities, integration of the project into comprehensive recovery/development programmes ensures inclusion of the project’s target group into structural policies and programmes on the local level, and coherence of project activities with local development, including labour demand side interventions. If a global, holistic approach is not adopted right from the start, further activities and programmes may have limited impact, and waste time and resources.

Comprehensive area-based development programmes always refer (or should refer) to local, district and national policies and programmes. Indeed, Local and District Authorities, and local representatives of National Governments, are part of the programme. If such programmes usually acquire a certain institutional and operational autonomy, this is because political authorities are often weakened in post-conflict settings, and external partners play a more prominent role. Furthermore, the inclusive and participatory decision-making processes of local area-based recovery/development programmes like LED/LER also entrust a more important role to population groups that may not have been represented or even be repressed by local authorities. Nevertheless, joining and participating in a comprehensive area-based development programme never means operating outside official community structures, where they exist.

12 See *UN Policy for Post-Conflict Employment Creation, Income Generation and Reintegration* 2008, p. 39. Paragraph 15 harshly criticizes the lack of comprehensive approaches to reintegration so far.

Box 2

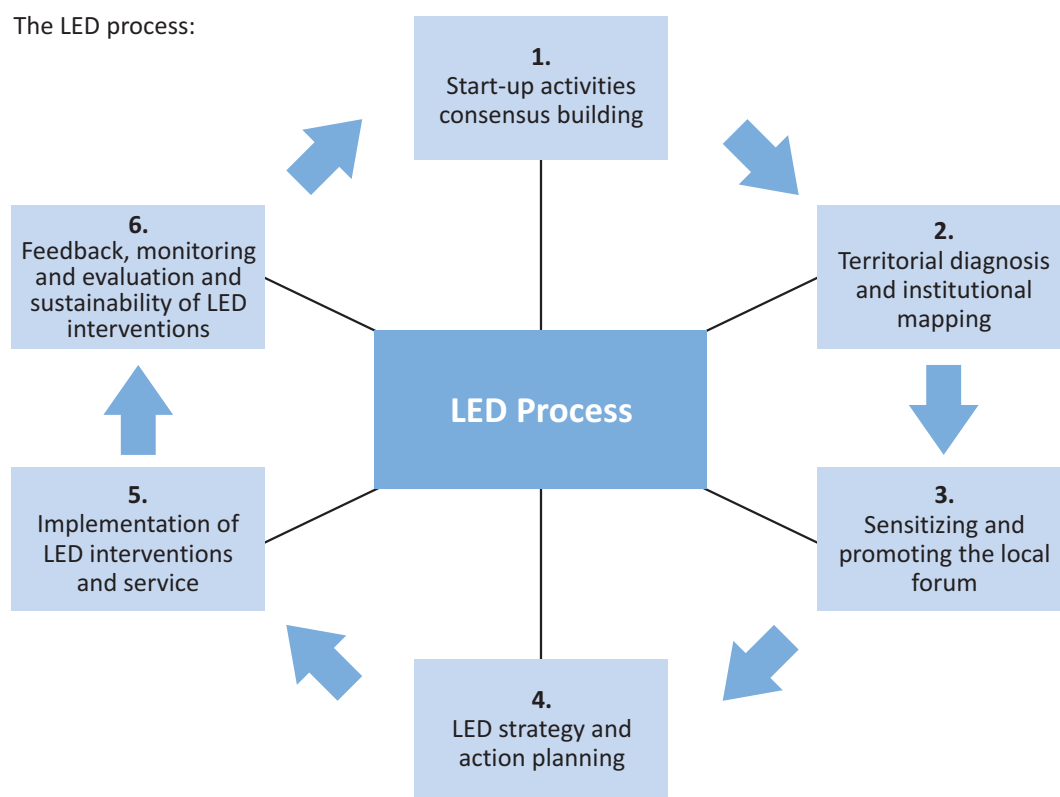
Local economic development

LED is a locally-owned, participatory development process undertaken within a given territory or local administrative area in partnership with both public and private stakeholders. The LED approach makes use of local resources and competitive advantages to create decent employment and sustainable economic growth.

Although primarily an economic strategy, LED simultaneously pursues social goals of poverty reduction and social inclusion. Its design and implementation structures create space for dialogue between different groups within the community and enable them to actively participate in the decision-making process. Target groups at various levels are involved, such as local government authorities, employers' organizations, trade unions, the local business community, and other partners such as indigenous peoples' associations, or civil groups representing women and youth.

Entry points and the specific balance of fields of interventions included in an LED approach will depend on the specific context and priority needs as identified by the community. Although flexible and tailor-made in nature, a typical LED process can be divided into the following six phases:

The LED process:



Local Economic Recovery (LER) applies to the early recovery period. LER bridges the gap between the immediate humanitarian relief and the recovery phase, providing temporary employment and livelihood opportunities to those who have lost their livelihood and assets, as well as offering protection to those who cannot work, and removes major bottlenecks.

The Local Economic Development (LED) approach takes time to take off and produce tangible results, since it involves capacity and institutions building at different levels, both in the private and in the public sector. That is why, in the immediate aftermath of a disaster or a war (early recovery phase), LER is recommended: it produces rapid employment recovery involving a few key actors through a light version of the participative planning process used in LED programmes.

Source: ILO: *Gender Equality and Gender Mainstreaming through Local Economic Development Strategies. Sensitization Module*. Geneva, 2008, p. 33.

Implications for the role of implementing agencies: Coordination, facilitation and advocacy

The primary task of the implementing agency is to make specialist knowledge and competency available to its target group

It is of paramount importance to start the assessment of opportunities and institutional capacities of the local community simultaneously with the assessment of the target group. This approach will strongly impact on the shape the reintegration project will take vis à vis the target group. Sustainable employment of the target group and development of the local area become two facets of the same project reality. Integration of the project into comprehensive local development also means making use of all possible local capacities for the implementation of sectoral economic reintegration activities. Wherever local capacities are available, sectoral project components should be carried out by these local actors, and not by the project-implementing agency.

Making use of local capacities for project implementation is generally accepted and promoted. As indicated above, this is not sufficient and target group oriented projects should move towards integration into holistic area-based development programmes. However, such a move also has fundamental implications for the role of the implementing agency that should be fully understood and put into practice.

The task of the implementing agency is to make sustainable reintegration happen. This does not mean that the implementing agency itself has to be the provider of technical services, but rather, takes on the role of providing the access to opportunities and services in the local environment. Essentially, implementing agencies should not do what others can do and do better. An implementing agency cannot be a specialist in all the technical fields that compose economic reintegration. Ignorance of NGOs about technical aspects of income generation and poverty alleviation has many times been identified in the literature as one of the main impediments for development projects. The primary task of implementing agencies is thus to make specialist knowledge and competency available to the target group, and not to try to provide amateur services themselves.

In social reintegration projects of children, the implementing agency may have all the technical skills necessary. However, this is no longer the case in economic reintegration, where many sectoral technical competencies are required.

The three functions of the implementing agency are: advocacy, access facilitation, and coordination

What, then, are the specific functions of the implementing agency?

For the implementation of sectoral services by competent local service providers to function effectively, three functions are of key importance: advocacy, access facilitation, and coordination. These functions go beyond and are at the same time implied by each of the sectoral services. They are “immaterial”, but should not be regarded as secondary: without them, reintegration will not happen.

The advocacy and access facilitation functions are linked to the synergetic relationship between social and economic factors mentioned above, and to the particular importance of questions of acceptance and trust in post-conflict situations and for target groups like ex-combatants. Acceptance does not come automatically. It has to be brought about and put into practice by the implementing agency that has the overall responsibility for the reintegration process. The agency has to be the advocate of the project’s target group (i.e. prompt acceptance) and the facilitator of access. These are intermediary/interface functions that imply sensitization of community service providers about the target group, but also sensitization of the target group itself about services available at community level, as well as constraints to be accepted, in order to create mutual acceptance. This means that, if technical economic

reintegration services are put into place by competent service providers of the community then the implementing agency will find itself able to concentrate on the social dimensions of economic reintegration throughout the reintegration process.

While support on the social level is necessary to economic reintegration, the psychological effects (and thus social reintegration effects) of economic reintegration are enormous. This can be seen, for instance, by an increase in self-confidence triggered by achieving the status of becoming a client of a microfinance institution, which can outweigh the benefits of a reintegration structure, or of the psychological autonomy reached through material autonomy. Psychosocial reintegration is thus strengthened by material and economic reintegration. This is true for communities, as it is for individuals. Economic reintegration not only provides the material basis for psychosocial reintegration, it also acts indirectly as a powerful psychological stabilizer.

In most cases, implementing agencies themselves will be providers of some specialized technical service, for instance vocational skills training, entrepreneurship training, or financial or non-financial business development services. However, implementing agencies are rarely specialized in more than one technical sector. The issue of coordination, advocacy and facilitation of access to the other sectoral services remains an important one.

The coordination with partners in technical fields relevant for economic reintegration will be treated in detail in the different modules of the Guide, especially in the module on Local economic and social assessment. However, it should be clearly kept in mind that actors working on economic reintegration of children need to coordinate with other child protection actors working on the release and reintegration process, including at the community level, in particular through the national/provincial level Child Protection Working Group under the Protection Cluster¹³. This will help to ensure that gaps are appropriately covered, duplication of efforts avoided and that children can benefit from broader community based activities (e.g. child/youth clubs and activities). This is also to make certain that all children formerly associated with armed forces and groups in a given country receive access to comparable services and opportunities as part of a national strategy and programme rather than additional specialized attention available only to a small proportion of them because they happen to be in an area covered by the implementing agency.

When targeting community acceptance, it should be remembered that there is rarely a post-conflict “community” without profound rifts. “Community acceptance” may thus be a very complex task. LER/LED approaches address this issue through participatory planning, implementation and decision-making. Beyond facilitation of acceptance of the target group by individual service providers, the intermediary function of implementing agencies may thus also imply, and in a critical way, the representation of the project and of the project’s target group in whatever type of local participatory decision making structure has been set up, if any. Depending on the level of institutionalization of such comprehensive local development initiatives, facilitation and advocacy for children associated with armed forces and groups and other highly vulnerable conflict-affected children may target not only local community recovery and development, but also district, regional and even national sectoral and global programmes and policies (e.g. such as the insertion of the project into District Development Plans, participation in PRSP updating, and so on).

13 The Protection Cluster is one of the clusters established in 2005 by the UN’s Inter-Agency Standing Committee (IASC) as part of the humanitarian reform. It is composed of UN agencies, non-governmental organizations (NGOs) and other international organizations working on protection issues during a humanitarian crisis. The Child Protection Working Group under the Protection Cluster is led by UNICEF and works specifically on child protection issues.

The role of the implementing agency may thus be defined as coordinating sectoral services and addressing the social factors of economic reintegration within a participatory community process.

Implications for the approach of the “how-to” guide

The implementing agency is in a peculiar situation. It has to have sound knowledge regarding all relevant sectoral technical fields without being necessarily the one that provides economic technical services; and, it also has to understand existing employment promotion policies and programmes or be aware of the creation of comprehensive local economic development programmes without being in a position to intervene directly with respect to these policies and programmes.

The Guide responds to the needs of the implementing agency, arising from this situation, in a twofold manner. On the one hand, it provides guidance on the basic content and on what has to be done in each of the employment-relevant technical sectors, based on the knowledge of the relevant ILO technical units, programmes and on field experience; on the other hand, it provides guidance on what to do in order to get access to existing sectoral services and to existing comprehensive development programmes and networks, which are relevant for the economic reintegration of children formerly associated with armed forces and groups and other conflict-affected children.

Module 1

Identification of the target group

This module will:

- explain the different steps to be followed for the identification of the project's target group;
- highlight the importance of clear eligibility criteria for children formerly associated with armed forces and groups and for other conflict-affected children;
- describe the criteria for setting upper and lower age limits for both groups of project participants;
- offer guidance on the selection of an adequate information management system.



What to consider?

Identification of children formerly associated with armed forces and groups for reintegration projects with a strong economic component

The principles and procedures governing the identification of beneficiaries for Disarmament, Demobilization and Reintegration (DDR) programmes have been defined and standardized in the Integrated Disarmament, Demobilization and Reintegration Standards (IDDRS). Specific principles for release and reintegration of children formerly associated with armed forces and groups have been defined in the Paris Principles. Both are well known and generally accepted. Clear strategic guidance on the identification of children formerly associated with armed forces and groups for economic reintegration programmes has been provided in the ILO *Strategic framework for addressing the economic gap*.¹ The “how-to” guide, therefore, does not repeat what has been well defined elsewhere. Implementing agencies are invited to refer to these documents. The present module limits itself to summarizing in a sequential form the main considerations that have to be taken into account when identifying children formerly associated with armed forces and groups for reintegration projects with a strong economic component.

Other conflict-affected children should be included in economic reintegration programmes

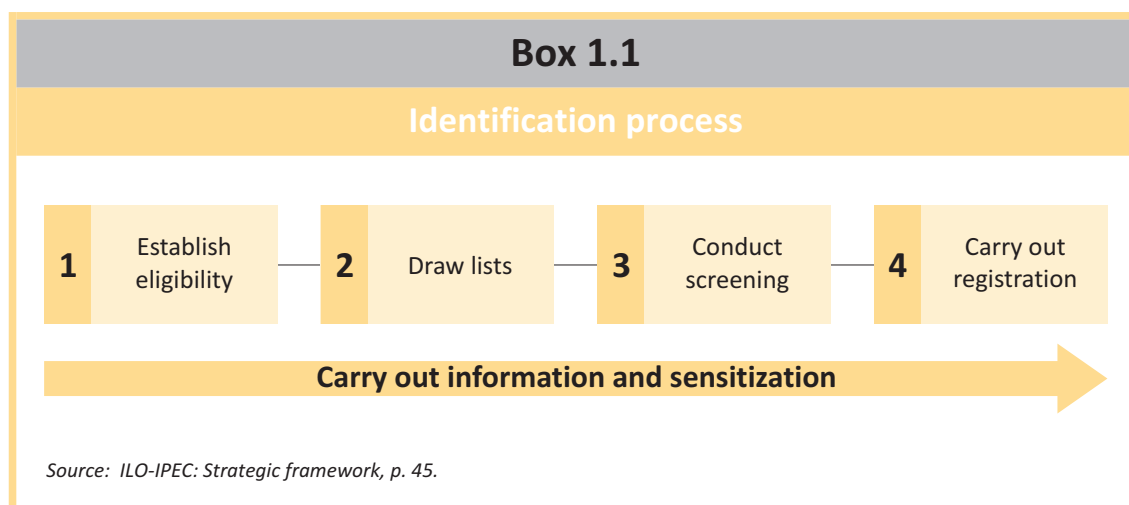
Reintegration programmes for children formerly associated with armed forces and groups should always include other highly vulnerable conflict-affected children. These could be war-orphans, refugee children or internally displaced children, child mothers and children affected by HIV and AIDS, children whose education has been disrupted by conflict, or children disabled by war. This is in accordance with international standards (see IDDRS, chapter 5.30 on Children and DDR, and the Paris Principles, esp. 3.3). As explained in the Conceptual framework chapter, this Guide treats the inclusion of these children under the objective of prevention of recruitment. Inclusion is not only a key strategy for preventing recruitment, but also a strategy to facilitate the acceptance by communities of children formerly associated with armed forces and groups; avoid stigmatization; promote equity; and, as indicated below, it is also a way to solve some of the problems related to the inclusion of children who are difficult to reach otherwise.

¹ See ILO-IPEC: *Prevention of child recruitment and reintegration of children associated with armed forces and groups. Strategic framework for addressing the economic gap*, Geneva, 2007.

Identifying the project's beneficiaries requires time, attention and transparency.

Identification and selection of beneficiaries is a time-consuming process. You may be under pressure to produce quick results, but you will avoid serious problems if you follow the required steps with particular attention and utmost transparency and thus avoid jeopardizing the reintegration project altogether.

Box 1.1 presents the sequential steps that constitute the identification process. This module provides guidance on each of these steps.



1. Upper age limits for children formerly associated with armed forces and groups

Persons who were released while they were children, but may have become young adults by the time the reinsertion/reintegration programme starts

Definition of the age group of these children for reintegration projects is open to some discussion. According to relevant international conventions (under the terms of Article 1 of the UN Convention on the Rights of the Child (1989) and Article 2 of the ILO Worst Forms of Child Labour Convention, 1999 (No. 182)²), a child is defined as any person under the age of 18. There is no theoretical problem identifying a child for release from armed forces and groups and reintegration; it will be any persons under the age of 18 at the moment of his/her formal or informal release from the armed forces and groups. Any person above the age of 17 at the moment of his/her release is eligible for the adult DDR programme. However, the reinsertion/reintegration component poses a problem. Children formerly associated with armed forces and groups may have left the armed forces and groups while they were under the age of 18, but may have become young adults by the time the reinsertion/reintegration programme started. The general consensus is to include them in reinsertion/reintegration programmes for children, as they are likely to continue to suffer some degree of deprivation or trauma due to the time spent in armed forces and groups during childhood, even though they have become adults in the meantime. Debates have arisen concerning the cut-off point of an upper age limit; a question that is closely linked to the time elapsed between the end of the conflict and the start of the reintegration process.

² See text of Convention No. 182 and accompanying Recommendation No. 190.

Child protection organizations (e.g. UNICEF) prefer to stick closer to the upper age limit of 18 for children's reintegration programmes to ensure that current vulnerable children are given priority, weaving in some flexibility for adults (18+) who remain highly vulnerable. They consider that 18+ year old youth who were formerly children associated with armed forces and groups should not have automatic access to economic reintegration programmes but be evaluated according to the context and on a case by case basis to determine whether they require support and have a specific vulnerability.

Others propose to integrate these youth altogether into adult DDR programmes. However, this might create confusion over child reintegration benefits and those offered to adult ex-combatants, which tend to be quite different and include cash benefits. This can create perverse push/pull incentives in situations of mass demobilization of combatants.

The *Strategic Framework* argues in favour of including these youth into child reintegration programmes and extending the upper age limit to 24, which is the upper age limit of the category Youth as defined by the UN. But there are other arguments against this. Identification through special projects of young persons as having been associated with armed forces and groups when they were children may be particularly counterproductive in countries where the conflict has ended a long time ago. These young persons may be trapped in past identities that they have already left behind or want to leave behind. The Child Ex-Combatants Association in Rwanda, for instance, deliberately chose to abandon the reference to child ex-combatants.

In countries with strong general youth employment promotion policies and programmes, it is probably preferable to abandon the targeted approach altogether and to integrate them into the existing programmes, as long as it is made certain that they receive the necessary services for economic reintegration.

In any case, this specific group of young persons, falling between child reintegration and adult DDR programmes should not be left without any reintegration support, in the event that general youth employment programmes are not available in the project area.

The “how-to” guide recommends that boys up to 21 and girls up to 22 years of age be included in economic reintegration programmes

The ILO Interregional project on prevention and reintegration of children involved in armed conflict adopted an intermediary position: 21 years for boys and 22 years for girls (on the condition that they had left the armed forces and groups before they reached the age of 18). The higher age limit for girls was set in view of the obstacles encountered in reaching and extending support to girls. The debate on upper age limits is still open as one option remains to take decisions according to local conditions of the individual project. However, the 21/22 age limit of the ILO project proves to be a reasonable compromise and while recognizing that different options may be adopted, the present Guide follows these lines. In any case, for age limits under 24, a higher age limit for girls should be maintained.

2. Upper age limits for other conflict-affected children

The upper age limit for other conflict affected children should always be 18

As explained in the conceptual framework chapter, the Guide considers inclusion of other conflict-affected children into the project under the objective of prevention of recruitment of children. For these children, the upper age limit should always be age 18, i.e. they should not yet have reached their 18th birthday. Recruitment of youth above 18 is not illegal.

3. Lower age limits for children formerly associated with armed forces and groups and other conflict affected children

National legislation stipulates the minimum age for employment and determines the lower age limit for inclusion in economic reintegration programmes

The lower age limit for any economic reintegration project is set by your country's legislation on the minimum age for admission to employment. The ILO Minimum Age Convention, 1973 (No. 138)³ states that:

the minimum age [for admission to employment]...shall not be less than the age of completion of compulsory schooling and, in any case, shall not be less than 15 years...Notwithstanding the provisions of paragraph 3 of this Article, a Member whose economy and educational facilities are insufficiently developed may, after consultation with the organizations of employers and workers concerned, where such exist, initially specify a minimum age of 14 years. Article 7 of C138 states that national laws and regulations may permit the employment or work of persons 13 to 15 years of age on light work which is (a) not likely to be harmful to their health or development; and (b) not such as to prejudice their attendance at school, their participation in vocational orientation or training programmes approved by the competent authority or their capacity to benefit from the instruction received.

If the project country has ratified ILO Convention No. 138, the national legislation should reflect its stipulations.

It should be noted that ILO Convention No. 138 allows for participation in vocational orientation or training programmes in schools or institutions for children below the minimum working age, and also that light work may be permitted for children aged 13 to 15 years. Apprenticeships are only permitted from the age of 14 years. Accordingly, economic reintegration programmes may include children belonging to this age group for orientation and vocational training activities, and prepare them for inclusion in employment promotion programmes when they will reach the minimum age of admission to employment.

Often the children have no official proof of their age and other means are necessary to try to determine their ages

The main practical difficulty concerning age limits is the fact that exact ages of children in conflict-affected countries are usually not known, because there is no systematic birth registration of children or identity cards. This is true for children formerly associated with armed forces and groups as well as other conflict-affected children. Furthermore, ex-combatants may lie about their ages – either children trying to be older or adults trying to be younger depending on the service/benefit differentials. The implementing agency should be aware of this dynamic. Age determination should be undertaken by a trained child protection actor, if possible, during the verification process of the formal release. Indirect methods of determining the age of the child may provide some indications.

3 See Convention No. 138 and accompanying Recommendation No. 146.

Box 1.2**Determination of age**

Few children in conflict-affected countries have official identification documents attesting their age. Local administration, schools and hospitals may sometimes have records indicating the age of the child. Parents determine age in relation to local events having occurred at the time of their child's birth. Children usually explain their age in relation to what year he or she was at school at the time of abduction or joining. In case of doubt, the assumption should be that the person is below 18.

Source: ILO-IPEC: Strategic framework, p. 49.

In case of doubt, the assumption should be that the person is below 15. In most cases, participation in vocational training or apprenticeship during the doubtful period will be acceptable, before integration in actual employment is envisaged.

Box 1.3 illustrates the distribution of age groups for reintegration and prevention (upper age limits for reintegration as suggested by the present Guide).

Box 1.3**Age groups for economic reintegration and prevention of recruitment**

Children < 18		Adult > 18	
YOUTH			
< 15	15-17	18-24	24
Prevention			
Economic reintegration 15-21/22			

Source: Adapted from ILO-IPEC: Strategic framework, p. 12.

4. The specificity of reintegration needs of youth

The project target group is composed of working age children, normally 15-17, and youth up to the age of 21/22

The age group which will benefit from economic assistance is therefore composed of children who have reached the minimum age for admission to employment, normally 15-17, who will be called (minimum) working age children in this Guide. In addition, the group will consist of youth, up to 21 for boys and 22 for girls, according to the proposal of the Guide, provided they have left the armed forces and groups before reaching age 18. For this reason, the Guide generally talks about children and youth when addressing the project target group.

Persons under the age of 18 legally belong to the category of children, despite the fact that many of them may already have family responsibilities. They also belong to the category of Youth, which is not a legal category, and in fact have similar social and economic needs to those above the age of 18, who legally are adults.

The distinction between children and youth is essential for the type of economic services provided

However, the distinction between the two age groups (15-17 and 18-21/22) is of key importance for the type of economic reintegration services your project may provide. ILO Convention No. 182 specifies the worst forms of child labour that shall be unacceptable for children under the age of 18 (thus applying to reintegration programmes for those under 18 in your target group), such as forced labour, child trafficking, the use of children in sexual exploitation or illicit activities, as well as work that is likely to harm the child's health, safety or morals (hazardous work). The Convention specifies that hazardous work, i.e. "work which, by its nature or the circumstances in which it is carried out, is likely to harm the health, safety or morals of children...shall be determined by national laws or regulations or by the competent authority". Accordingly, reintegration projects for young persons who had been associated with armed forces and groups when they were children have to take into account the difference between those below and those above age 18. If a list of such hazardous types of work has been drawn up and determined by the competent authority of your project country, this list should be binding for your project.

On the other hand, Youth - meaning both age groups of the young persons – have specific common experiences, traumas and needs which are different from those of adults. These constitute the *raison d'être* of specific projects for reintegration of children and youth formerly associated with armed forces and groups. The Guide focuses on such specificities, but from a purely technical point of view, many of the economic support services may be similar to those provided for adult ex-combatants.

Children below minimum working age

As indicated in the Introduction of this Guide, children below minimum working age who are not integrated into vocational skills training programmes should receive different services altogether, mainly schooling. If your project specifically targets economic reintegration, you should consider their transfer into other projects specializing in reintegration of younger children.

5. Selection of other conflict-affected children as project beneficiaries

Conflict-affected children need to be selected on the basis of clearly established eligibility criteria

In principle, all children formerly associated with armed forces and groups are entitled to reintegration services and there should be no selection concerning this group of children. However, selection among the other conflict-affected children will nearly always be necessary, as the number of these children qualifying for participation in your project on the basis of the established eligibility criteria will usually exceed the number of places available in the project. Selection of these children is an extremely sensitive process. Key requirements are objective and easily understandable selection criteria, transparency, clear communication, and community implication.

Box 1.4

Factors contributing to vulnerability

Where forced recruitment or abduction is concerned, these factors do not play a role since all children are equally vulnerable. However, it is important to understand why, in a given context, certain children seek to be integrated into an armed group. We list below situations that are likely to encourage the enrolment of minors:

- **Basic material needs not fulfilled:**
Because children are in search of a solution to improve their living conditions and they believe that they will be fed and housed, and even paid, if they join an armed group.
- **Out-of-school prematurely** (due to poor performance or high cost) and the idleness that follows:
 - Because a child left to him/herself will mix with older persons who are likely to influence him/her.
 - Because, as is the case in **Burundi**, certain recruitment policies specifically target out-of-school children.
- **Low level of education:**
Because armed groups are seen as the only career opportunity for those who are not qualified.
- **Premature entry into the labour market:**
Because the child thinks that it will be easier to earn his/her living by being enrolled.
- **Inexistent or conflictual family relations:**
 - Because the child is looking for all possible ways of escaping a situation in which he/she is alienated.
 - Because there is no opposition from the family when he/she expresses the desire to enrol.
- **Mixing with members of armed groups:**
Because young members of armed groups give the illusion of power.
- **Proximity of the conflict zone:**
Because the child will have personally witnessed atrocities and wishes to get involved in the conflict to protect or avenge his/her relatives.
- **Previous experience of an armed group:**
Because, when confronted with the difficulties of reintegration, the child is tempted to return to a situation that he/she is familiar with and where he/she will be accepted.

Source: ILO-IPEC: *Wounded Childhood. The use of children for armed conflict in Central Africa*, pp. 38-39.

**The inclusion of
other conflict
affected children
for the purpose
of prevention**

The Guide considers that selection of these children should aim at preventing child recruitment and it therefore requires precise information about the reasons children in your project area join armed forces and groups, or why (for what use/purposes), how, where, at what occasions armed forces and groups recruit or capture children. Collection of such information should be specific to your project area, and, of course, sex- and age-specific. Some research has been done on this issue, as presented in Box 1.4 above. Inclusion of conflict-affected children will be all the more useful for prevention as it is based on precise indicators for vulnerability to recruitment in your area. Targeting simple economic vulnerability will be too vague and inefficient.



What to do, how to do it?



Step 1: Establish eligibility

Define eligibility criteria for children formerly associated with armed forces and groups

- **Fix lower and upper age limits for your target group;** the “how-to” guide suggests children and youth from age 15 to 21 (boys) and 22 (girls). Children between 13 and 15 may be included for vocational orientation and training activities. Choose higher upper age limit for girls than for boys. Note that the upper age limits is the option proposed by the Guide and are open to debate, as indicated above.
- When taking a decision on upper age limits, **take into consideration the opportunity for 18+ year old youth to be included into adult DDR programmes or general youth employment promotion programmes.** If such an opportunity exists, make sure you coordinate with these programmes to ensure that there is no duplication and confusion of benefit packages on offer. Also ensure that these programmes are available and ready to accept 18+ youth formerly associated with armed forces and groups.
- **Past association with armed forces and groups**
“Association with armed forces and groups” should be defined in accordance with the Paris Principles.

Define eligibility criteria for other conflict-affected children

- **Fix upper age limit for these children at 18**
Note that: the age limit of 18 means that children have not yet reached their 18th birthday.
- **Define and prioritize criteria for vulnerability to recruitment**
 - The “how-to” guide suggests considering criteria listed in Box 1. 4 above.
 - Collect information on specific indicators for vulnerability to recruitment relevant for your project area.



Step 2: Draw lists

Establish lists of potential participants

For children formerly associated with armed forces and groups, the situation will be different according to whether a formal DDR programme has been or is being implemented in your project area or not. In the first case, pre-established lists of children have been or are being made available through the national DDR programme. Child protection organizations may be working with these children in transition centres or social rehabilitation projects.

- **Collect lists** from the national DDR programme and partner organizations.
- **Do not limit potential participants** of your project to formally released children; reach out for children who left the armed forces and groups on their own.
- **Combine children from opposite military fractions**, for instance from rebel groups and from the national army, as a contribution of the project to national reconciliation. Common experience when in the armed forces or groups often proves more important than past membership of a particular fraction.

For all children, independently of the existence or not of a formal DDR programme:

- **Inform public authorities** and community leaders about your project.
- **Organize a public information campaign** in your area explaining objectives and procedures of the project and inviting potential participants to register.
- **Invite community organizations** to participate in establishing the lists. Key organizations to be invited are:
 - Women's associations.
 - Youth associations.
 - Disabled persons' associations.
 - Ex-combatants' associations.
 - Associations of children formerly associated with armed forces and groups. Such associations have indeed been set up in some post-conflict countries; membership lists of these associations sometimes constitute the best available database in the country, especially when the conflict ended several years ago. Involve these associations in all stages of your project.
- **Verify inclusiveness** for groups with specific needs:
 - Ensure registration of girls on the lists of potential participants. It is recognized that the numbers of girls within armed forces and groups are generally underestimated. The participation of local women's associations or of associations of children formerly associated with armed forces and groups should contribute to increase the number of registrations of girls. Nevertheless, girls may have good reasons not to want to reveal their past association with armed forces and groups in public. As the establishment of lists is probably the most public part of the beneficiary identification process, you should not be specific about the distinction between girls formerly associated with armed forces and groups and other conflict-affected girls at this stage, including for example "association with armed forces and groups" among the criteria of being "affected" by armed conflict. Identification as girls formerly associated with armed forces and groups may take place later in the privacy of the screening or profiling process. Combining both groups in the project's target group has proved to be a particularly efficient method to reach these girls.
 - Encourage registration of young persons with disabilities, especially those wounded during the conflict, as well as other minorities (ethnic, religious, cultural). War-disabled children may be in hospitals or elsewhere out of their community, as a result of the disability. Special efforts should be made to identify and include them in the programme. Boys and girls with disabilities are part of every community, but they are even more numerous in post-conflict situations. To find oneself disabled by participation in armed conflict while still being a child may be one of the worst experiences. Disabilities may be directly related to impairments resulting from armed conflict, but increase of all other types of disabilities will often be the indirect consequence of conflict through breakdown of sanitary and health systems, insecurity etc. Note that encouraging registration of young persons with disabilities requires making facilities and meetings accessible to them.
 - Being affected by HIV or AIDS (either the child him/herself or a family member/caregiver being infected) is an important vulnerability criterion. However, agencies should watch that registration of these children does not lead to stigmatization.
 - Though the need for economic assistance is not an eligibility criteria, you should make sure that the lists of potential participants of the other conflict-affected target group focus on this element in order to allow for selection of those most in need for assistance at the next step; establish quantifiable criteria for prioritization of needs for economic assistance. Examples include being in charge of a family (own or of origin), lacking income generating activity, low level of

education and training, absence of opportunities in the community, high economic pressure by other vulnerable groups (returnees, internally displaced persons (IDPs), refugees, etc.) in the community, disability.

- Be aware that inclusiveness of these groups implies the **capacity** to deal with them, and that you have to prepare for that capacity.



Step 3: Conduct screening

Screening is the process of verifying that only those who are eligible are being registered and will receive reintegration services. Much thought has been given to developing standards for the delicate screening stage of the reintegration process. The definition of procedures as stated in the Paris Principles is widely accepted. Issues and standards are not specific to projects on economic reintegration, except the fact that the stakes are probably even higher than in social reintegration programmes.

- **Communicate** as clearly as possible about what the project will do and what it will not do. Any lack of transparency, communication, implication of communities and local authorities, vague statements about economic services to be provided by your project, or worse, promises that could not be kept, will have devastating effects. Communication should also include clear information of the target group about their obligations.
- For the actual screening procedures, **follow the established standards**. Box 1.5 reproduces the most relevant articles of the Paris Principles.

Box 1.5

Interviewing children

Children may need to be interviewed for a number of reasons; to determine whether they meet the criteria for eligibility for release programmes, to establish information about their current circumstances and future plans, to facilitate family tracing, for explicitly therapeutic reasons or for forensic purposes. Interviews should never be conducted to collect information for military purposes.

Measures should be taken to ensure the safety of the information gathered and a document control mechanism should be established. The safety of the interviewee should be considered paramount in information management mechanisms. Information collected from interviews should remain the property of the collecting organization.

Throughout release and reintegration processes, all children should be informed as to why information is being collected, who will have access to it, and which steps have been taken to ensure confidentiality. Children should be kept informed about what will happen to them at each step of the process.

The following measures should be put in place by organizations whose personnel need to interview children:

- Interviewing personnel should be clear about their purpose and should concentrate on information required for these purposes only;
- Interviews should be carried out by personnel who are trained in interviewing children;
- Children should be interviewed by adults of the same sex wherever possible;
- Multiple interviews should be avoided;
- Sensitive issues should be raised with children only when essential and in their best interests;
- Additional support should be provided as necessary to children during and after the interview;
- In all cases, psychological support should be available to children before, during and after interviews;
- Interviews should be conducted in private where they cannot be overheard and confidentiality should be respected at all times by the organization collecting the information.

Source: *The Paris Principles*, 2007. p.22.

- **Screening ought to be coordinated** with child protection actors engaged in reunification of children formerly associated with armed forces and groups to minimize re-interviewing children multiple times on sensitive subject matters. Ideally, this is well coordinated in advance through the national DDR programme or the local Child Protection Working Group so that there is a clear handover of children (with their case files) from one partner to another, based on an initial mapping and needs assessment. Children formerly associated with armed forces and groups should not need to be re-interviewed in terms of their experiences but only for their specific interest in economic reintegration. Information contained in their files established during the release process should simply be copied into the individual beneficiary file established for project management purposes. However, other highly vulnerable conflict-affected children will require interviews.

Selection of other conflict-affected children

- **Base selection** of other conflict-affected children on clear eligibility criteria (see above), transparent communication and the involvement of communities and/or local authorities.
- **Prioritize and quantify eligibility criteria.** As indicated above, the Guide suggests considering the participation of these children under the objective of prevention of recruitment. Poverty being one of the key factors of vulnerability to recruitment, economic vulnerability will certainly be an important priority criterion for selection of other conflict-affected children.
- **Check family support** for participation of the young person in the reintegration project.

For young persons, the support, consent, and the understanding of their families and/or companion strongly determine success or failure of participation in the reintegration project. Experience shows that lack of support from family/companion, lack of understanding of the rules of the project, of micro-enterprise management, financial services, or cooperative membership can undermine the young person's successful participation in the project, especially when it comes to economic services provided by the project. In economic reintegration projects, support, or at least consent, of family members/companions might be considered as a selection criterion.



Step 4: Registration and profiling

Registration and profiling of the target group provides the baseline data for the planning and monitoring process of your project.

- Registration and profiling is done with the support of a **registration questionnaire**. The items of the registration questionnaire will be fed into your Information Management System (IMS) and should thus be coherent with the structure of your IMS. Information gathered through the registration questionnaire will provide the baseline information for planning and monitoring of services to be provided to a given participant throughout his/her career within the project. Additional information will be collected later during the orientation phase (see Module 3). This means that it is necessary to know which IMS you will use during the lifetime of your project before starting the registration and profiling exercise.
- Some participants may already have gone through a registration and profiling exercise during the release process or in transitional centres or in social reintegration programmes with other partner organizations. As far as possible, **registration should not be repeated**; data should simply be transferred from the previous registration.

- **Data to be collected** will concern background, education, training, experience and skills learned while in the armed forces and groups, health, disability, or the psychosocial profile (drug and alcohol addiction, trauma, etc.). It is the implementing agency's responsibility to ensure that psychosocial rehabilitation services, when needed, are provided by competent agencies and coordinated with economic reintegration services. All data should, of course, be sex-specific.
- **Data registered should be strictly confidential** (and participants should be assured about confidentiality of data), and exclusively serve for planning and monitoring purposes.

At one stage or another, data of your project will have to be compiled together with data from other projects or with data from your project in other regions or countries. In countries with national DDR programmes, the national DDR commission will want to collect and synthesize data on regional and national levels. IMS should therefore be comparable and allow easy export/import of data between systems.

You may want to collect information on supplementary items for specific needs of your project, such as those related to the inclusion of other children affected by armed conflict, which will not be relevant for the IMS of the national DDR commission, or to disability. Although the DDR commission may not have collected data on disability, it is strongly recommended to do so for many reasons: research, evaluation, planning, etc. in order to make sure children with disability are not left out, and also for follow up on donor support.

The key importance of conceiving, planning, implementing reintegration as a process beyond DDR programmes may also lead to differences in the type of data you need to collect and monitor and those collected and monitored in national DDR programmes. However, a basic trunk should be common to all IMS working on children formerly associated with armed forces and groups in an interrelated way. Note that there is a standardized inter-agency Child Protection IMS for case management of child protection cases in emergencies, including child DDR that is currently being used in more than 15 countries. Utilization of the IMS should of course be coordinated with the Child Protection Working Group. UNDP has developed generic DDR software (DREAM) that may be useful for your context. Given the aim of the present Guide to assist agencies working in the field of child protection to strengthen their capacities to run economic reintegration components of their projects, it is preferable to base the project IMS on the standardized inter-agency Child Protection IMS and to add necessary items concerning the economic reintegration aspects.



Such items may be selected from the Initial beneficiary profile attached as [Tool 1](#).

- **Compatibility of an IMS requires close coordination of all partners involved.** Before deciding about the system you are going to use, enquire whether a common database and established coordination mechanisms are already in place in the country. While the requirement of coordination in data collection is widely accepted, it has to be recognized that it rarely happens, partly because of the different data monitoring objectives of agencies involved in release and reintegration programmes for children or adult DDR programmes, as mentioned above. DDR reinsertion and longer-term reintegration programmes have different time frames, and even more importantly, the type of reinsertion activities itself is bound to change with the reintegration perspective. The recent adoption of the United Nations Policy on Post-Conflict Employment Creation, Income Generation and Reintegration⁴ will certainly contribute to harmonize programme intervention and, consequently, data collection and monitoring practice.
- Common databases require **strict rules** about (i) updating of information, i.e. the right and modalities to enter new information into the database, and (ii) the guarantee of confidentiality of data. Check whether both are ensured.

4 See reference in the conceptual framework chapter.

- **The choice of the IMS should be realistic.** If you are operating in an area with frequent electricity cuts or your partners don't have computers or only poor computer skills, or if your internet connection only allows transfer of files of limited size, you should not go for complex software, like Access for example. Otherwise, you will frequently have to do laborious manual operations that occupy valuable time.
 - Generally speaking, **an IMS should be useful.** Its complexity should be related to the benefits it provides, but also to the costs in terms of time, energy, money, training of personnel, etc. required for its operation and maintenance. There is no doubt about the necessity of a reliable IMS, but experience shows that, if the choice of the system is not well analysed, it may rapidly get out of control.
-  See Tool 1: Initial beneficiary profile; it provides an example of items to be collected for initial beneficiary profiling that has proved useful in the framework of the ILO-IPEC project in Central Africa. You may check for parts already included in the common database (if it exists) and extract additional items.



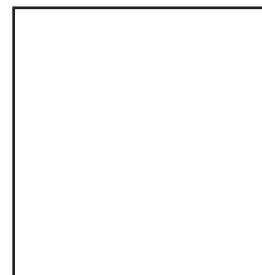
Tools (see full text in CD-ROM)

1. Initial beneficiary profile

Tool 1. Initial beneficiary profile¹

Title of project: Photo

Date of collection of information:



1. Details concerning the beneficiary

1.1	Name (family name, first name, nickname used in the armed forces and groups [if any])	
1.2	Identification number in the project	
1.3	Sex (M/F)	
1.4	Age	
1.5	Date and place of birth	
1.6	National Identity Card number [if any]	
1.7	Present address	
1.8	Living with a partner? (yes/no)	
1.9	Number of children? [if any]	
1.10	Living at present (<i>only one reply</i>):	a – with his/her family of origin b – with a foster family c – alone d – with his/her partner and children e – in a transitional structure f – with other youth g – other
1.11	Child formerly associated with an armed force or group? (yes/no); If no, go directly to “3: Details on family of origin or foster family”	

¹ Adapted from an ILO-IPEC project



2. Recruitment, life in the armed forces and groups and demobilization

2.1	Age at the moment of recruitment	
2.2	Main reason for joining the armed force or group (<i>only one reply</i>)	a – forced recruitment b – economic reasons c – patriotism, membership of ethnical group d – hatred, revenge e – protection of oneself and family f – taste of adventure, influence of others g – other
2.3	Armed force or group with which the child was associated?	
2.4	Main occupation when in the armed force or group (<i>only one reply</i>)	a – combatant (fighters carrying an arm) b – logistical aids (cook, porter, in charge of supplies...) c – spy, informer, messenger d – other, please specify
2.5	Duration of association with armed force or group	
2.6	Age at the moment he/she left the armed force or group	
2.7	Date and place of separation from the armed force or group	
2.8	Did the child go through a formal demobilization process? (yes/no) If no, how did he/she leave the armed force or group?	
2.9	N° of demobilization certificate [if any]?	
2.10	Passage through a Transit- or Orientation-Centre or equivalent? (yes/no)	
2.11	Place of Centre (Town/Province)?	
2.12	Duration of stay in the Centre?	
2.13	Place of reinsertion?	
2.14	Was the child reinserted in his/her community of origin? (yes/no)	
2.15	Was the marital partner also associated with the armed forces and groups? (yes/no)	

3. Details on the family of origin/foster family *(only reply if the child lives with his/her family of origin/foster family)*

3.1	Is the child's income the main revenue for his/her family of origin/foster family? (yes/no)	
3.2	Are the parents/legal guardians working? (yes/no)	
3.3	Number of other children under age 18 in the family? [if any]	
3.4	Address	

4. Reinsertion services received before entering the project

4.1	Family reunification (yes/no)	
4.2	Psychosocial reinsertion services (yes/no)	
4.3	Alcohol and/or drug detoxification (yes/no)	
4.4	Medical and/or rehabilitation services (yes/no)	
4.5	Basic education services (yes/no)	
4.6	Vocational skills training. If yes, for which profession?	
4.7	Employment support services (yes/no)	
4.8	Which agency provided these services?	

5. Situation in relation to education

5.1	Last class completed?	
5.2	In which year did he/she leave school?	



Module 2

Local economic and social environment assessment and coordination

This module will:

- explain the need to start by assessing the local economic and social environment of the reintegration area;
- present the concepts of comprehensive area-based development/recovery programmes;
- explain what to do in reintegration areas with or without such comprehensive area-based programmes;
- indicate where to look for opportunities for immediate post-conflict (self-) employment;
- indicate how to explore local opportunities for medium and long-term economic reintegration;
- highlight the importance of decent work opportunities for economic reintegration;
- stress the importance of coordination with all partners in the local environment.



What to consider?

Economic reintegration projects have to start with the assessment of the local economic environment and be coordinated with all actors concerned

Reintegration takes place within local communities. The kind of economic reintegration that will be possible, and to what degree it will be possible, will be determined by local absorption capacities, employment opportunities, natural, human and institutional resources. All economic reintegration activities are shaped by the local economic and social reality, and are in turn determined by it. For this reason, economic reintegration projects have to start with the assessment of the local economic environment, at the same time as they proceed with the identification and profiling of their target group.

The chapter on the conceptual framework further explains that the integration of the project into the local economic and social environment necessarily requires coordination with all local actors concerned.

The present module provides guidance on how to assess the local environment and identify local opportunities for the economic reintegration of the target group. It also gives direction on how to become part of and contribute to coherent and inclusive recovery/development of the local community.

1. Local economic and social environment assessment

1.1 Constraints on the collection of information in immediate post-conflict settings

Economic reintegration is confronted with a contradictory constraint: reintegration cannot be done without prior assessment, but there is no time for sound assessment

Economic reintegration starts with a serious dilemma: reintegration requires sound knowledge about available employment and income generation opportunities, but in post-conflict settings, this knowledge is generally lacking. Sound socio-economic analyses require time, but in post-conflict recovery situations, there is a need to respond rapidly, and no time for extensive assessments. Economic reintegration cannot wait until reliable information on the socio-economic environment is available. Furthermore, there is usually lack of time, as children formerly associated with armed forces and groups cannot wait (and if they have to wait, as is sometimes the case in transitional centres, the consequences can be destructive). There are also several other constraints on local economic assessments:

- In post-conflict settings, socio-economic profiles change rapidly. There are usually considerable movements of different population groups, including internally displaced persons (IDPs), refugees, returnees or ex-combatants. In addition, capital and physical assets may have been destroyed, and there may have been infrastructure, changes in land tenure. There may also be an inflow of international aid capital and personnel, followed by the launch of projects to respond rapidly to urgent immediate recovery needs. All these factors provoke rapid, continuous, and usually unregistered changes in the socio-economic constellation of the area.
- Security problems often impede the conduct of field-based data collection.
- Physical resources for registration and analysis of demographic and economic statistical data have often been destroyed. Specialized personnel may have been killed or may have emigrated, and statistical registers of the pre-conflict situation may have disappeared. The whole apparatus for registration, analysis and publication of local socio-economic data, as it exists in normal development settings, often does not function anymore.

To address the problem, agencies operating in post-conflict and other particularly difficult contexts have developed different methods that represent a workable compromise between the need for reliable data and severe constraints on data collection. The “What to do, how to do it?” section below proposes different methods that may be used, individually or in combination.

1.2 Types of information required

Identify employment and income generation opportunities for the project's target group

The assessment of the local economic and social environment requires three sets of information, on:

- the socio-economic profile of the area (territorial diagnosis);
- local institutions and their capacities (institutional mapping), and
- available (self-)employment opportunities.

The ultimate aim of the information collected on the socio-economic profile of the area is to identify employment and income generation opportunities for the project's target group, and the ultimate aim of the information collected on local institutions and their capacities is to identify and evaluate the capacity of institutions as potential partners to carry out the reintegration process. Assessments are not an aim in and of themselves; they are tools to identify opportunities and local implementing partners.

Whatever methodology is used, identifying opportunities is much more complex than it may seem at first. Opportunities certainly stem from the socio-economic information collected through the assessment, but they cannot simply be derived from them. For instance, innovative products and jobs certainly depend on the local socio-economic reality, but they are often hidden and have to be detected, even invented. The perception of opportunities evolves. Furthermore, post-conflict situations change rapidly. What is an opportunity today may not be one tomorrow, and what is unrealistic today may be realistic tomorrow. Thus, the assessment of opportunities is an iterative process. The reintegration process itself may detect opportunities hitherto unseen.

If no other organization has done it yet, your project might be led to look carefully at the factors underlying the conflict which would constitute a fourth set of data. In order to avoid the reproduction and reinforcement of involuntarily patterns that were at the origin of the conflict important measures must be taken, such as the inclusive identification of your target group (participants from different military factions, or ethnic and religious groups as to be used comprise) and the examination of the neutrality of the services your project may use.

1.3 Collecting information within the context of comprehensive area-based programmes

Your project can benefit from services, collected information, developed tools and methodologies

Your project is not alone. There are other agencies dealing with specific target groups like yours, and there may be initiatives that deal with the recovery or development of the local area as a whole. The task of implementing agencies of target-group oriented projects such as yours will be considerably affected by the presence of such comprehensive area-based recovery/development programmes in your project area. Their existence will change the task of collecting information on local employment and income generation opportunities, and alter the entire approach to the components of the reintegration process for particular target groups within the local area.

At all stages of this process, the question "what to do, how to do it?" will find a different answer depending on whether the matter is situated within or outside of the context of a comprehensive recovery/development programme. Basically, the existence of a comprehensive local recovery/development programme allows agencies in charge of projects for a particular target group to be part of established networks. As such, they can benefit from and contribute to services, linkages between services, collected information, developed tools and methodologies. In this case, most of the tasks of your project will become collective tasks of the local area network.

The chapter on the conceptual framework of the present *“how-to” guide* has presented the ILO LER/LED approach to local recovery/development. LER/LED programmes are inclusive, participatory development processes, in which the reintegration of children formerly associated with armed forces and groups into the local social and economic environment is specifically targeted. The objectives of your project become objectives of the programme as a whole, even in less elaborate types of comprehensive area-based recovery/development programmes. The programme provides a framework for coordination and facilitates your tasks, which are similar to those of other members of the network, who may already have carried them out or are currently carrying them out. But most of all, such programmes provide a degree of coherence to your project giving it a global local recovery/development context it would be difficult to obtain otherwise.

1.4 Collecting information in areas without comprehensive area-based programmes

Your project will have to collect the required information using rapid assessment methods

If such a comprehensive programme does not exist in the project area, implementing agencies will have to proceed on their own, with their own resources and centred on their own needs.

Without the support of a comprehensive local recovery/development programme, it is generally not advisable to carry out an initial territorial diagnosis and institutional mapping (TD&IM) exercise, even on a limited scale, for the reasons explained above, especially because of the need to start reintegration immediately. Experience shows that the collection of information on the local area can easily get out of control and end up exceeding your real information needs, your capacity to handle information, your financial means, and your time.

Instead, simple methods have been successfully applied to acquire information about local employment and income generation opportunities, as well as the operational capacity of local institutions by relying basically on the knowledge of local people, and of public and private national and international organizations operating locally. While these methods do not pretend to provide statistically sound results, they usually generate sufficient reliable information to start economic reintegration activities. Such rapid assessment methods are thus proposed as an alternative to elaborate TD&IM exercises in the “What to do, how to do it?” section below.

Parallel to these rapid assessment methods which allow economic reintegration activities to begin, more detailed research should be carried out to provide refined data for subsequent stages of the reintegration process, as well as to keep track of the rapid changes which generally occur in the social and economic context of the project area. While rapid assessments are the best that can be done under immediate post-conflict circumstances, a phased approach¹ should be adopted whenever possible. Thus, essential information, allowing the start of activities should be collected first, and be refined through additional, and more detailed research as the project moves forward. The checklist on information requirements presented in Tool 1, or part thereof, may be used to organize such research. In any case, research should not be pushed further than required for the reintegration of your target group.

1 See also the chapter on the conceptual framework of this Guide.

2. Post-conflict opportunities and Decent Work

Decent work in conflict recovery is not a luxury, it is a prerequisite

Post-conflict contexts are all but conducive to decent work. People may be willing to accept any employment and reintegration projects may be content with survival solutions. However, while conditions for decent work may be difficult to put in place, it is important to understand that decent work is in fact a prerequisite for sustainable recovery. Respect for basic labour rights, freedom of association, freedom for negotiation, and social protection - all function as barriers against exclusion, domination and lack of social justice that may have been at the origin of conflict and threaten to provoke the outbreak of new conflict. Furthermore, reintegration projects in post-conflict reconstruction settings provide windows for inclusion of formerly excluded population groups and thus for increased social justice. Far from being a luxury in conflict recovery, decent work is in fact one of its most important pillars.

There should be no compromise on the respect of basic labour rights

The majority of the target group is children. For all of them, the ILO Worst Forms of Child Labour Convention, 1999, (No. 182) applies. There should be no compromise about its application. No post-conflict poverty would justify reintegrating these children into worst forms of child labour. The worst forms of child labour as defined in Articles 3 and 4 of Convention No. 182 are listed in Box 2.1.

Box 2.1

Worst forms of child labour

- (a) all forms of slavery or practices similar to slavery, such as the sale and trafficking of children, debt bondage and serfdom and forced or compulsory labour, including forced or compulsory recruitment of children for use in armed conflict;
- (b) the use, procuring or offering of a child for prostitution, for the production of pornography or for pornographic performances;
- (c) the use, procuring or offering of a child for illicit activities, in particular for the production and trafficking of drugs as defined in the relevant international treaties;
- (d) work which, by its nature or the circumstances in which it is carried out, is likely to harm the health, safety or morals of children.

Article 4 of the Convention elaborates on part d) of Article 3:

1. The types of work referred to under Article 3(d) shall be determined by national laws or regulations or by the competent authority, after consultation with the organizations of employers and workers concerned, taking into consideration relevant international standards, in particular Paragraphs 3 and 4 of the Worst Forms of Child Labour Recommendation, 1999.
2. The competent authority, after consultation with the organizations of employers and workers concerned, shall identify where the types of work so determined exist.
3. The list of the types of work determined under paragraph 1 of this Article shall be periodically examined and revised as necessary, in consultation with the organizations of employers and workers concerned.

Source : ILO Worst Forms of Child Labour Convention, 1999 (No. 182)

Module 8.2 on Occupational safety and health and other working conditions provides more detailed guidance on how to assess hazardous work.

Just as there should be no compromise on the application of Convention No. 182, there should be no compromise either on the respect of the other basic labour rights. Basic labour rights do not relate to the issue of economic resources. However, immediate post-conflict recovery may put a stress on poverty-related components, such as adequate remuneration, social protection, or sustainability. Like other reintegration programmes, you may, therefore, have to adopt a strategy consisting of several phases. In the immediate post-conflict stabilization phase you may be forced to take advantage, of unsustainable opportunities which are set up by most of the emergency labour-intensive programmes to provide some immediate income for those in need, as well as on-the-job training². But you should not be satisfied with the “reinsertion” carried out during the stabilization phase. Even if in the immediate conflict recovery phase, concrete options for sustainable employment may not yet be clearly identifiable the plan for an individual reintegration trajectory should comprise phases that will lead to sustainable decent employment.³

This has implications for the assessment phase: research on the local socio-economic situation should be of a more permanent nature. While initial rapid assessments allow the start of reintegration activities, more detailed research, launched in parallel but under less pressure for a quick response, will refine options for medium- and long-term reintegration, accomplished, if necessary, through emergency labour-intensive works and other provisional income generation activities. This research will also contribute to keep track of changes in the socio-economic structure of the area.

3. Coordination

Coordination is the prerequisite that determines success or failure of your project

Coordination with local partners is vital for the success of your project, whether it be within the framework of a comprehensive area-based recovery/development programme or in areas where such programmes are (still) missing. Coordination has been described in the conceptual framework chapter as one of the key functions of an agency in charge of the economic reintegration of children formerly associated with armed forces and groups and other conflict-affected children. In post-conflict settings, where there are usually many projects dealing with the reintegration of other conflict-affected groups, identified opportunities must be exploited in a coordinated manner at the local level to avoid their rapid disappearance due to saturation. Identification and exploitation of opportunities through any one of the local partners changes the social and economic profile of the local area. You should be aware that the implementation of your project itself contributes to change the local area profile. Information on these processes must be taken into account on a regular basis and be included into the comprehensive local planning process of all partners and consequently into your own ongoing evaluation of reintegration options.

Coordination in post-conflict recovery settings should not be understood in a limited technical sense. In effect, coordination with all local stakeholders aims at inclusive, participatory conflict recovery and development where formerly excluded and vulnerable groups, among them children and youth formerly associated with armed forces and groups and other conflict affected children, take part in consultations and decisions concerning the development of their communities. It must be stressed that economic reintegration is more than earning an income; it is about having a voice, being heard, participating and being represented in community affairs. The Guide emphasizes the importance of this dimension throughout all its technical components.⁴

² See Module 7 on Integration into Employment-Intensive Investment Programmes.

³ See also Modules 3 on Vocational orientation and 4.1 on Vocational skills training.

⁴ See in particular Module 9 on Voice, participation and representation.



What to do, how to do it?

1. How to proceed within and without a comprehensive local recovery/ development programme

Before starting any assessment, explore the existence of a comprehensive area-based development programme in your project area and the possibility to become part of it. Technically, there will be no difference whether you operate within or outside of such a programme. All technical steps mentioned below will have to be carried out in the same way. The difference is that within a comprehensive programme, territorial diagnosis, institutional mapping and assessment of opportunities and services may already have been done, service providers may already be members of the programme, linkages be established, information be available, methodologies and tools be elaborated and shared. Even so, you will still have to analyse the information according to your own needs and highlight the aspects relevant for your own target group. Bear in mind, however, that the principal task is to join the programme, contribute to its progress and follow the necessary technical steps within the established networks and methodologies. Activities under 1.1 are thus generic in nature and concern not only the issue of local assessment, but all issues treated in the following modules.

1.1 Operating in the context of a comprehensive area-based development/recovery programme

How to recognize, join and be part of a comprehensive local development programme

- **Familiarize yourself** with the methodology, the objectives, structures, mechanisms, achieved results of the local recovery/development programme to which you are going to contribute. The forthcoming ILO *Local economic recovery guidelines for post-conflict settings* is a practical learning tool to help you get familiarized with the LER approach.
- Ensure that the project becomes a **member of the local comprehensive local recovery/ development programme**, through representation of the implementing agency and of project beneficiaries in the body/bodies that formulate a local economic development strategy and coordinate, monitor and evaluate its implementation, like a local Forum, or similar.
- **Inform** members of the local recovery/development programme and the wider community about your project (objectives, services to be provided to target group and other community members), and keep them regularly informed about progress. Transparent information on your project, especially explanation of services provided, is of key importance to facilitate acceptance of your target group by the community and avoid mistrust and jealousy.
- **Ensure coordinated programming** of similar outputs and activities with other members of the local recovery/development programme working on identical issues, such as economic reintegration, and coherence within the global local area-based recovery/development programme.
- **Sensitize** members of the local recovery/development programme about children formerly associated with armed forces and groups and recruitment of children. As mentioned above, such programmes are a powerful means for prevention of recruitment through their economic empowerment of poor people and by being an audience for sensitization activities. Promote explicit inclusion of the child recruitment prevention objective in all relevant activities of the local recovery/ development programme, and check any potential harmful practices involuntarily promoted by other projects.
- **Negotiate inclusion/participation** of your target group in all relevant sectoral activities of the local recovery/development programme.

- **Inform your target group** about the existence and functioning of the local recovery/development programme, the advantages of participation and constraints imposed by participation.
- **Establish linkages** between representatives of other vulnerable groups in the local Forum and your project beneficiaries. You may, for example, invite such representatives to regular meetings with project beneficiaries, to discuss and define positions to be taken in the Forum on reintegration of children and youth formerly associated with armed forces and groups, and ex-combatants in general. You may also want to discuss youth, gender, disability, or HIV or AIDS status (see Module 9 on Voice, participation, representation).
- **Participate actively** in the local Forum or equivalent (if any) and in decision making processes of the local recovery/development programme.

Local economic and social assessment and coordination when operating within a local area-based recovery/development programme

- **Explore TD, IM and identification of opportunities** already carried out within the programme, even if only partially.
- **Explore ongoing or planned programmes** for economic reintegration of other groups IDPs, refugees, returnees, other ex-combatants).
- **Start coordinating programming** with other partners of the local recovery/development programme operating in the field of economic reintegration as well as within the programme as a whole in order not to saturate existing employment opportunities.
- Explore specific employment oriented post-conflict recovery programmes developed or coordinated within the local recovery/development programme and the **possible integration** of your project into such programmes.

1.2 How to proceed in areas without a comprehensive local recovery/ development programme

Your immediate information needs comprise employment and income generation opportunities, including bottlenecks to be removed immediately, as well as the capacity of institutions as project partners.

Although sound knowledge of the socio-economic reality of the reintegration area would be an asset, you do not have the time to collect that information before starting project activities, as mentioned above. You may rely on the following options (or a combination of them) to obtain rapidly basic information needed to start with.

- Participate in, or, if you have the possibility, organize a **consultative meeting/forum with all competent local stakeholders** to identify together opportunities and bottlenecks. Participants should be especially knowledgeable about the local social and economic situation, but also represent as wide a social spectrum as possible. The forum could include vulnerable groups, government agencies, UN agencies, local employers and workers (representatives), artisans, master craftspersons, public and private employment services, chambers of commerce, local authorities, farmers' associations, informal sector associations, cooperatives, women's, youth, and disabled persons' organizations, as well as NGOs operating in employment-related fields, business support services, village assemblies, etc. These people will not be statistically representative, but they are the people who are the most knowledgeable, especially in conditions where official employment services are not functioning. The voice of groups which are especially vulnerable might not be heard in these meetings, and specific consultations may be necessary to include their concerns. Such meetings not only provide inside information on employment and income generating opportunities, but may also open up direct contacts to potential employers or service providers. They will also be an excellent occasion for sensitization on the problem of recruitment of children and its prevention. This approach has proved most successful in identifying local employment opportunities.

- The local stakeholders' meeting should provide initial information on employment and income generation opportunities and identify institutions capable of providing (some of the) sectoral services for your target group. If you don't have the possibility to organize such a meeting, you may use the **Key informants survey (KIS)** developed by the ILO. The KIS questionnaire, or parts thereof, may also be used at a stakeholders' meeting. Like the stakeholders' meeting approach, the KIS is based on the assumption that local people know best.



See [Tool 2: Key Informants' Survey \(KIS\)](#).

Box 2.2

Key informants approach and survey (KIA/KIS)

The ILO's Key informants approach and survey (KIA/KIS) is a method of rapid appraisal of a regional or local labour market, and is a practical instrument to collect information on employment opportunities and to design income-generation programmes. KIS can start during disarmament, and is mainly a source of qualitative employment data-collection based on perceptions of individuals in local communities. The KIS is based on two premises:

(i) Public and private actors (business people, officials, farmers, teachers, village leaders, employers' and workers' organizations) possess an intimate knowledge and understanding of: the local economy, employment and market opportunities, and often constitute an untapped source of valuable knowledge and expertise which can provide information to supplement conventional sources of information and data.

(ii) There are some areas, such as the informal and rural sectors, for which conventional information is generally lacking, as it is inherently difficult and costly to collect through normal standard methods. Informal approaches – tapping knowledgeable persons in the economic sectors of interest – are often the most inexpensive and effective means to obtain labour market information.

In both cases, information collected through knowledgeable persons – through KIS – can be pieced together. In a conflict-affected region, this may be the only significant source of labour market information available.

Information obtained from KIS can be used primarily to:

- Identify locally expressed needs for specific employment creation activities
- Detect local problems and constraints such as equipment and credit which obstruct the development of local employment potential
- Elaborate, interpret and update employment and unemployment data from other sources
- Identify target groups more precisely in the labour market
- Identify and explain imbalances in local labour markets, such as shortages of skills and related training requirements
- Monitor the impact of existing programmes on the local employment structure
- Identify the scope of and priorities for planning employment creation, especially public works programmes

Source: ILO-CRISIS: Guidelines for the socio-economic reintegration of ex-combatants, Geneva, 2009, pp.41-42.

The approaches of Key informants may cover all classical forms of interviews, comprising Focus group discussions, or structured or semi-structured In-depth interviews.

2. Local economic and social environment assessment

The existence of a comprehensive local recovery/development programme will facilitate your local assessment exercise, but in effect, it will not change your information needs. In particular, it will not change the need for identification of immediate employment and income generation opportunities in the post-conflict stabilization setting and the need to prepare for medium and long-term sustainable reintegration into decent work.

The following sections, therefore, provide guidance on the collection of information on opportunities for immediate post-conflict (self-) employment and on the collection of information for preparing medium- and long-term economic reintegration through (self-) employment. They are equally valid for settings within and outside of comprehensive area-based recovery/development programmes.

2.1 Explore opportunities for immediate (self-) employment in post-conflict settings

2.1.1 Sectors with high employment potential

➤ **Target specific economic sectors with high employment potential** in post-conflict settings, especially agriculture and agriculture-related activities, construction, and the “aid economy”, as described below⁵.

a) Agriculture, livestock, fishing, forestry and their related activities

- The importance of the rural economy for the reintegration of children formerly associated with armed forces and groups is evident, since most people from the concerned countries live in rural areas, and most of the children come from these areas. As such, at least in countries with release and reintegration programmes in the context of formal DDR programmes, these children have been reintegrated in their communities of origin. While rural economies vary widely from country to country, and statements about opportunities should not be generalized, some tendencies have been observed in post-conflict settings that are relevant for reintegration opportunities in the rural economy:
- Agriculture, livestock, fishing, forestry and their related activities, such as food processing, or storage and trade of agricultural products, provide basic commodities which are in high demand in post-conflict environments.
- Agriculture, fishing, forestry and related activities are usually capable of attracting important donor and government funds because of their recognized basic role in reconstruction.
- Emergency employment creation programmes like quick impact programmes (QIP) are generally directed towards rehabilitation or construction of infrastructure that increases markets for agricultural products and/or productivity in agriculture, like rural feeder roads, or wells.
- Agricultural production generates revenues for secondary activities, including agriculture related rural non-farm activities, and urban production and services.
- Increase in production of export-oriented agriculture has a beneficial impact on the production of the local subsistence agriculture, as well.
- Growth of the agricultural sector allows the production of new, innovative products in agriculture, as well as new products and services in the rural non-agricultural economy.⁶
- The agricultural sector is largely open to non-skilled labour and thus provides opportunities for rapid economic reintegration of these children, requiring few training and skills.

5 See Goovaerts, Gasser, and Inbal: *Demand-driven Approaches to Livelihood Support in Post-War Contexts*. A joint ILO-WB Study, (Geneva, ILO, 2006).

6 See Box 4.1.2 of Module 4.1 on Vocational skills training, showing examples of innovative non-traditional rural non-agricultural activities in Asia.

Some macro-economic considerations reinforce the importance that should be attached to reintegration in the rural economy:

- Comparison of post-conflict recovery in different countries has shown that the sustainability of recovery, when based on the agriculture sector has in general been directly related to the inclusiveness of growth. This sector employs most of the population in low-income countries.⁷
- Reintegration of these children in their rural communities of origin contributes to stall rural to urban migration, which is one of the key problems of most poor income countries.
- It has been indicated above that the aim of economic reintegration is not just any employment, but decent employment. In addition, environmental considerations should, whenever possible, enter into the choice of economic options for reintegration. Where income-earning possibilities are scarce, environmental considerations are rarely a priority, as can be seen in informal economies of most poor countries. Nevertheless, reintegration into innovative jobs in rural settings is a starting point to take such considerations into account and to avoid reproducing ecological damage done by many traditional SME practices.

Even though there are non-economic factors that may encourage young people to move to urban areas, from an economic point of view, opportunities in the rural economy should be explored to render them attractive to young people and new opportunities such as rural agricultural and off-farm products, fish farming, solar-power, biogas, etc. should be considered carefully (see Module 3 on Vocational orientation and counselling).

b) The construction sector

The same advantages apply to opportunities in the construction sector: enormous needs for infrastructure reconstruction in post-conflict settings, high capacity of the sector to attract donor and government funding, and important absorption capacity for un-skilled labour and for on-the-job training.

It should be noted that agriculture and construction, while being sectors with high employment potential in post-conflict situations, are also the two sectors with the highest occupational health and safety hazards. Especially for children, this increases the importance of taking into account occupational safety and health (OSH) considerations in post-conflict settings (see also Module 8.2 on Occupational safety and health and other working conditions).

c) The aid economy

Attention has been drawn to a third sector, the so-called aid economy.⁸ In many post-conflict contexts, the arrival in quantity of international humanitarian aid and/or development agencies has created a market for jobs that may be completely new to the area and which may include telecommunications, computer maintenance, transportation services, security guards, translation, medical services, etc. It should be clearly understood that most of these jobs are only temporary and may disappear with the departure of the agencies, but temporary employment can be beneficial to prepare for future in jobs in similar fields, or to save money for future training or investment in the creation of a micro and small enterprise (MSE). Furthermore, technologies imported by the agencies may have time to permanently penetrate the local economy before the agencies eventually depart.

2.1.2 Potential improvements in local production for rapid job creation opportunities

- **Explore organizational improvements** for creation of job opportunities through mapping of existing businesses to explore cooperatives (see Module 5.2), and value chain integration and cluster formation as a mechanism to develop cohesion between fragmented firms.
- **Explore improvements in sourcing:**
 - Identification of raw material, specialized skills, and other shortages that may be caused as a result of a loss of business linkage (e.g. no longer existing transportation firm) and/or an artificial bottleneck (e.g. local monopoly on key inputs resulting in extraordinary rents).

⁷ See UNDP: *Post-Conflict Economic Recovery. Enabling Local Ingenuity – Crisis Prevention and Recovery Report 2008*, N.Y. 2008, p. 114ff.

⁸ Goovaerts, Gasser, and Inbal: op.cit., pp. 19-20.

- Assistance to coordinate logistics and transportation linkages to enable reliable and inexpensive transportation of raw and finished goods. Input bottleneck may mean a complete lack of inputs and/or a high cost of inputs which makes the sector unfeasible to develop.

➤ **Explore potential improvements of market access:**

- Assistance to micro and small-sized producers of goods to access local markets directly or sell to a commercial intermediary to enable outlet for goods.
- Matching services between buyer and service providers. Very small sized businesses (i.e. one or two persons) may have significant challenges accessing markets or finding buyers for their services. A potential problem could be that all individuals are required in the production of goods or services and none can be spared in the vending/marketing element.

2.1.3 Employment-intensive investment programmes

- Identify running or planned **employment-intensive investment programmes (EIIPs)** and examine possibilities to include some of your target group into such programmes. EIIPs in immediate post-conflict settings normally take the form of emergency employment creation programmes, like quick impact programmes (QIPs), but go far beyond emergency programmes (see Module 7 on Integration into employment-intensive investment programmes). EIIPs, especially in the form of QIPs, can employ large numbers of unskilled workers, including working age children and youth formerly associated with armed forces and groups and other conflict-affected working age children. They provide an initial work-experience and on-the-job skills' training that increases employability for future jobs and thus enhances the chances for reintegration. Incomes earned may also serve as savings to be invested in future self-employment. Integration in employment intensive emergency programmes can thus be an initial step of a long-term reintegration strategy, beyond immediate survival. However, it is also true that people may find temporary employment in the immediate post-crisis setting through emergency employment creation programmes, but may obtain no perspective for future medium and long-term employment.
- **Identify eventual aid-funded reconstruction grants** provided to communities through international assistance for the reconstruction of priority infrastructure projects identified by communities, and managed by the communities themselves.
- Wherever **post-conflict needs assessments (PCNA)** have been implemented by the UN Development Group in the immediate post-conflict context or even before conflict actually ended, it is highly recommended to examine the priorities defined in the PCNA for short-term (12-24 months), medium-term (24-60 months) and long-term (5-10 years) recovery of the area and to find out what programmes have been implemented or are being planned, following the PCNA.⁹

2.2 Explore (self-) employment opportunities for medium and long-term reintegration

2.2.1 Carry out supplementary research to refine initially collected information

Two dimensions basically determine the profile of the local area: the rural-urban dimension, and the location of the area on the stabilization-reintegration-development continuum.

- Initial rapid assessments may pave the way for more elaborate assessments. Launch **parallel research** to permanently refine the initial information and keep track of changes.



See **Tool 1: Territorial Profile Information Requirements**; it provides a checklist on information requirements for TD&IM. The checklist targets information requirements for a comprehensive local area-based recovery/development programme, which goes beyond the information requirements of your project. However, you may select items you consider as relevant for your project.

⁹ For a detailed description of ILO's rapid needs assessment methodology, see ILO/CRISIS: *Crisis response: Rapid Needs Assessment Manual*, Geneva, 2002. Note that the Manual targets assistance for the implementation of broad ILO Needs Assessment Missions and thus goes far beyond the assessment needs of a single project for a specific target group. However, used in a selective way, guidance provided by this Manual is also relevant for single project assessment needs.

- Whenever possible, **data or estimates should be dynamic**, i.e. include information on the pre- and post-conflict situation and on planned or expected changes. In post-conflict settings, situations change rapidly, and the information collected through the initial rapid assessments may rapidly become obsolete.
- Assessments should always be conceived with the **expected end results in mind**; in your case, identification of local employment and income generation opportunities for your target group, as well as institutions capable of being implementing partners in providing the required reintegration services. Remember:
 - Don't reinvent the wheel! In most cases, much of the information you are looking for may already be available, especially in the context of existing comprehensive local recovery/development programmes.
 - Don't collect information beyond your project's needs.
- **Ensure budgeting** of sufficient resources for the initial research and following updates if you have to carry out (or to subcontract) research in the framework of your project.
- **Research should cover** the territorial diagnoses, institutional mapping, including an assessment of the capacities of the local institutions, as well as the socio-cultural and political context, as described below.

a) Territorial diagnosis

The population structure

Besides the classical demographic data sets (age distribution, sex, rural urban, death and birth rates, etc.), consider migration and the presence of specific population groups, like IDPs, refugees, returnees, adult ex-combatants and movements of these population groups, which may influence your reintegration options. Sex- and age-distortions of the normal population pyramid may be considerable in post-crises settings. Consider distribution of heads of households according to sex and age (cf. HIV or AIDS impact). Data/estimations should also be made available for different types of disabilities. Data should of course be sex-disaggregated.

The macro and micro economic situation

Take into account the demand for goods and services, shrinking or expanding economy, price trends, poverty levels, and trends in foreign trade, foreign capital inflow and payment, as well as potential sectors for new products. Consider rural and urban communities separately, including issues of landownership in rural areas. Rural and urban communities present different but coherent patterns that are better understood when presented and analysed separately.

The labour market situation

Look at employment by sector, rural and urban labour markets, unemployment and underemployment, especially youth and female unemployment, sex-specific labour force participation rates, gender division of labour, child labour, status in employment, demand and supply of different types of labour, qualified and unqualified, potential new sectors, as well as labour market policies and information. Take note of potential market segments in which women have a competitive advantage.

Employment-intensive investment programmes, including QIPs

Collect information on actual projects or those in the pipeline, even if they are in the early planning state. Contact (i) community groups and organizations; (ii) local government; (iii) line ministries of: planning, finance, public works, labour, health, education; (iv) employers' and workers' organizations; and (v) relevant international agencies.

Natural resources

Take note of equipment and materials, in rural and urban communities.

Infrastructure

Include public/private, urban and rural infrastructure, power and water supply, and establish a list of infrastructure that should be urgently rehabilitated.

b) Institutional Mapping

All local institutions and organizations that provide services relevant to the reintegration project, both public and private:

- Local and district authorities, representatives of national Government on local level, and their services in relevant sectors: planning, education, vocational training, labour/employment (including LMI and (emergency) public employment services), agriculture, health, social affairs.
- Schools, vocational training centres (VTCs), employment services, agricultural extension services, including veterinary services, hospitals/clinics.
- Informal apprenticeships (master craftspersons).
- Apprenticeships in formal sector enterprises.
- Private education and vocational training providers.
- Business development service providers.
- Chambers of commerce.
- Structures for commercialization of agricultural products.
- Cooperatives, self-help groups.
- Private health services.
- Banks, microfinance institutions (MFIs), village banks, informal savings and credit structures (ROSCAS, ASCAS).
- Local transport services.
- Formal and informal social protection services (insurances, microinsurance).
- Organizations, associations (workers' and employers' organizations, farmers' associations, youth organizations, disabled persons' organizations, other (I)NGOs, village assemblies).

c) Assessment of the capacities of local institutions

Mere listing of local institutions and service providers is only a first step and will not be very helpful for your programme as long as it is not accompanied by:

- an analysis of their capacities (or lack of capacities) to intervene in your project;
- knowledge about their ongoing and/or planned initiatives; and
- information about the legal and regulatory framework in which they operate.

Define locally adjusted indicators to evaluate the operational capacity of institutions and service providers to serve as implementing partners in your project.



The checklist provided in [Tool 1](#) contains relevant items to collect information on local institutions and service providers and their ongoing and/or planned initiatives.

d) The socio-cultural and political context

- Cultural institutions and rules (property rights, landownership, decision-making mechanisms, traditional power, social dialogue mechanisms, conflict-resolution mechanisms).
- Security.

- Gender concerns.
- Vulnerability, social exclusion.
- Social protection (both modern and traditional, national and community-based systems).
- **The results of the economic and social environment assessment should be documented in a form adapted to the information needs of the project.** This may be done in the form of a “local employment and income generation opportunities matrix” that relates identified opportunities, required support (services), and access conditions.
- **Opportunities should distinguish** between immediate and medium-term employment opportunities, rural-urban settings, economic sectors, and status in employment. For each of the identified opportunities, the estimated numbers, locally available or not available support services, and access conditions should be registered. For available support services, the name of the service provider, a rough indication of his capacity to provide the required services, eventually assistance required to strengthen his capacity, including the agency to provide that assistance, and access conditions.

2.2.2 Sources of information

Institutional and non-institutional sources of in-country information

- Use as wide a **range of local sources of information** as possible, but without going beyond the practical information needs of your project. Box 2.3 enumerates information sources generally available within the country.

Box 2.3

Key sources of in-country information

- National Government structures
- Regional or local authorities
- International and regional development banks
- UN Coordinator for Humanitarian Assistance
- Staff of ILO, UNHCR, UNDP, UNICEF, OCHA, WFP, IOM, WHO in the country
- Other international organizations
- UN Peace Keeping Team
- Community groups and organizations
- Employers' Associations
- Trade Unions
- UNDAC (UN Disaster Assessment and Coordination Team)
- Bilateral Agencies
- Embassies
- Universities, Research Institutes
- Affected people, representatives of the affected groups and minorities
- Media
- Libraries
- NGOs
- Religious organizations

Source: ILO-CRISIS: Crisis response: Rapid Needs Assessment Manual, Geneva, 2002, chapter 2.3.

Involve local communities

- Already at the information collection phase, **local communities should be involved right from the start**. There should be no “neutral” collection of information without informing communities about the purpose for which the information is collected. Local communities are the first to be concerned. Not only do they have the right to be informed, they also have the power to accept your project, or to refuse it, if ill informed. Information of communities, therefore, is a strategic issue. The collection of information also presents an opportunity to sensitize communities about the problem of recruitment and prevention of recruitment of children.
- The information collection process also provides an opening to **establish contacts** with potential future implementing partners and employers.
- However, before involving the community, try to get a sense **of how many times they have already been consulted** for the same purposes and what this means to them. If they have already provided the information you need, then you do not need to take much of their time.

2.2.3 Requirements of (self-) employment opportunities for the reintegration project

- Even in immediate post-conflict recovery, there should be **no compromise on basic labour rights**. Check that identified reintegration opportunities do not include any worst form of child labour. If, in the process of ratification of ILO Convention No. 182, the competent authorities of your project country have validated a list of hazardous types of work to be prohibited for children under 18, this list is binding for your project, and “opportunities” related thereto should not be considered in the framework of the reintegration project. Module 8.2 on Occupational safety and health and other working conditions provides further guidance on the concept of “hazardous work”, on risk assessment, and on institutions/partners that may assist you in improving safety and health and other working conditions.
- Identified opportunities have to respect **other fundamental principles and rights** at work: freedom of association, freedom of negotiation, equity, security, and human dignity.
- Identified opportunities should, as far as possible, satisfy other components linked to **decent work**: adequate remuneration, social protection, and sustainability.
- Look out for jobs that are **“attractive” to young people**. “Attractive jobs” that are capable of imparting a new attractive civil identity are especially important for economic reintegration of children and youth formerly associated with armed forces and groups. Attractive jobs may be linked to new technologies, “green jobs” (bio-gas, solar power)¹⁰, or innovative products. (See also Module 3 on Vocational orientation and counselling).
- Look out for jobs that may be particularly adapted to allow **girls and young women** to enter into non-traditional vocational roles (see Module 10.1).
- Consider jobs accessible to young persons with **disabilities** or that can be made accessible to them (see Module 10.2).

¹⁰ See for instance UNEP/ILO/IOE/ITUC: *Green Jobs: Towards Decent Jobs in a Sustainable, Low-Carbon World*, Nairobi, Sept. 2008.

3. Coordination

Within the context of a comprehensive local recovery/development programme:

- **Make sure you have access to all relevant information** collected in the framework of the programme, as well as to the tools and methods used for information collection and analysis.
- **Participate in collective efforts** on the economic and social assessment of the local environment undertaken in the framework of the comprehensive programme.
- **Share/exchange your information** with other members of the local recovery/development programme working on identical issues, such as economic reintegration. This will increase coherence within the global local area-based recovery/development programme.
- As regards the **identification of opportunities**, you need to ensure, within the network of relevant partners:
 - coordination and a fair repartition of the market parts of each initiative;
 - an equilibrium between the estimated local absorption capacity for goods and services, and thus for qualified labour and repartition in different trades, as well as the expected total output of all initiatives in terms of qualified labour;
 - positive value-chain arrangements between trades for which initiatives are going to train participants and thus increase the potential for total local production, and for a fair repartition of locally available physical and institutional resources.

In the absence of a local coordination mechanism among employment related initiatives in the local area:

- You should **take the initiative to promote such a regulatory mechanism**. Coordination should start with other actors who target the same or similar vulnerable groups. The first step for coordination on the local level should be the organization of consultative meetings/fora with all competent local stakeholders concerned, as mentioned above under 1.2.



Tools (see full text in CD-ROM)

1. Territorial Profile Information Requirements
2. Key Informants' Survey (KIS)

For mapping specific sectoral institutions, see respective modules, for instance: Module 5.3, tool 1 on mapping the supply and demand of microfinance.



Tool 1. Territorial Profile Information Requirement¹

This Sectoral Guidance has been developed on the basis of: (a) the UN-wide Policy for Post-conflict Employment Creation and Reintegration; (b) the ILO Local Economic Recovery Guidelines for Post-conflict; (c) the FAO-ILO Livelihood Assessment Toolkit.

1. Scope of early employment and economic recovery

Employment includes all activities that generate a payment in cash and/or in kind, or revenue in cash and/or in kind from an own-account work. This definition of employment excludes most livelihoods belonging to the category of money transfers and property.

In post-conflict settings, employment creation is challenged by the fragility of local economies. The high risk discourages investments and slows down economic growth, with evident repercussions on the labour markets' capacity to generate jobs. In turn, unemployment, income loss, poverty and inequalities fuel tensions and prompt the escalation of violence, thus challenging peace-building processes in conflict and post-conflict settings. Having said so, a number of conditions shall apply in order for businesses to function properly, grow, and stimulate the creation of jobs. However, in a post-conflict setting such conditions are rarely present and must be gradually (re)established. The Local Economic Recovery (LER) approach aims at that and it ultimately results in increased job opportunities for the local labour force.

In post-conflict, LER is an area-based approach to recover affected economic activities and create jobs, by restoring the disrupted markets and removing the obstacles that inhibit their normal function. It builds on and promotes the optimal use of local assets and opportunities, for instance by encouraging and facilitating local procurement of goods and services. By creating temporary jobs in the short-term and improving economies' and labour markets' performance in the mid-term, employment and economic recovery promote reconciliation within affected communities, and self reliance of affected groups.

Economic recovery at the local level can start when peace talks are in their advanced stage and/or peace agreements have been signed. Being implemented in parallel with humanitarian assistance, within the framework of early recovery operations, and being inspired by development principles, employment and economic recovery bridge the gap between these two phases. As such, they reduce dependence on external assistance, strengthen self-reliance and pave the way towards sustainable development.

Within such a temporal window, employment and economic recovery efforts can take advantage of the incoming flows of resources linked to post-conflict humanitarian and development-oriented operations. It can also capitalize on the efforts and resources allocated to increase security, build state authority and stabilize the context. Compared to approaches focusing on specific target groups, the area-based focus allows for taking into account the broader local economic setting and making better use of local resources and external investments.

In general, employment and economic recovery efforts are carried out in contexts where economic growth is still very slow and local absorption capacity is either low or in the process of increasing. Under such circumstances, the focus will be two-fold. In the short-run, operations start with small-scale livelihood activities aimed at rapidly creating job opportunities as concrete peace dividends, injecting cash into the economy and restoring essential infrastructure and services. This increases local purchasing power and gradually reduces aid dependency. In the medium-term, LER pursues starting the restoration of more regular functions of productive and commercial circuits, as well as building institutions and mutual trust. By doing so, labour markets are reactivated and employment opportunities increase and stabilise.

¹ Source: ILO-CRISIS: Local economic recovery guidelines for post-conflict settings (ILO, forthcoming).

2. Conflict sensitive early employment and economic recovery

While recovering employment and local economies in a post-conflict scenario, attention shall be paid to guaranteeing social equity and stability and avoiding tensions within targeted communities, for which progressively wider must benefit of interventions. Actions must be based on accurate and up-to-date conflict analysis, which also considers the root causes of the conflict. A number of general principles should be considered to guarantee that assessments and programmes for employment and economic recovery are conflict-sensitive and do no harm.²

The following sets of questions can support conflict-sensitive decision making with respect to: the partners and the stakeholders to be involved in employment and economic recovery programmes; the geographic areas to be prioritized; the strategic economic sectors to be targeted for prompting economic recovery; the mid-term economic recovery issues to be prioritized; and the mid-term economic recovery strategies to be chosen.

Concerning the partners and the stakeholders to be involved

- Have the “connectors” and “dividers” been analyzed and considered in the selection of partners for employment and economic recovery?³
- Are there conflicting interests and perspectives within the group of potential partners, and with other key stakeholders? Can these be detrimental to employment and economic recovery? Can these be source of tensions?
- Can the exclusion of any interested institution become source of tensions?
- How reputable are the organizations interested in joining employment and economic recovery programmes as partners?
- Are the potential partners aligned to LER overarching and fundamentals principles (see LER Guidelines)?
- What are the views of each of the potential partners regarding multi-stakeholder participation in decision making?
- Is there any stakeholder whose interests and objectives are conflicting with those of employment and economic recovery? Is the risk quantifiable? Is it avoidable and/or reducible?
- Among the partners, is there any institution that can be looked at as a neutral actor, and that could eventually settle possible disagreements within the group?

Concerning the selection of the priority geographic areas

- Is the selection process sufficiently clear, transparent and inclusive of the viewpoints of key stakeholders (including possible spoilers)?
- Are selection criteria compatible with conflict prevention and peace building?
- Can the selection of any specific territory be source of tensions and disagreement by certain stakeholders and groups?
- Is there good understanding of the conflict dynamics, connectors and dividers in the selected geographic area?

2 Make sure that the voices of the most vulnerable are heard; Progressively, increase assistance to all population groups; Assess pre and post-war profiles of the conflict-affected groups; Assess and consider local political and economic interests; Address the psychological traumas; Ensure that institutional mechanisms are in place as early as possible for timely and equitable access to land and other resources; Consider sub-regional and regional impacts and build partnerships with sub-regional and regional organizations. Source: UN-wide Policy for Post-conflict Employment Creation and Reintegration (UN, 2008).

3 Dividers are factors that can divide people into sub-groups; connectors are factors that, on the other hand, connect people across sub-groups.

Concerning the choice of strategic economic sectors for economic recovery

- Can the selection of any specific economic sector fuel tensions? Of which type and for which reasons?
- Is the proposed sector a sensitive one in terms of vested interests and linkages to the conflict and its roots?
- Are prices and wages going to change within the selected sector? How these changes will be monitored?
- Are there issues related to resource distribution/control?
- Which are the main stakeholders of the proposed sector(s)? Are there dividers and connectors to be considered?
- What are the viewpoints of the sector-specific stakeholders regarding employment and economic recovery?

Concerning programming of employment and economic recovery

- Is the decision-making process transparent, inclusive, sensitive to the conflict dynamics and based on clear criteria and procedures?
- Are the selected recovery objectives compatible with conflict prevention?
- Is any of the proposed objectives susceptible to generate tensions and disagreements?
- What might be adversely impacted by employment and economic recovery interventions in the territory?
- Which of them is the most conflict sensitive on the basis of a preliminary conflict analysis?
- Is (are) the selected strategic direction(s) coherent with respect to ongoing national programmes and strategies for relief, transition and development?
- Do the selected strategy directions include specific conflict mitigation measures to reduce tensions?

3. Key early recovery issues for employment and economic recovery

The following key issues and bottlenecks are commonly found in post conflict scenarios. Sound measures to address them should be set in place since the earliest stages of post-conflict response in order to prompt employment and economic recovery:

- **Physical destruction and poor maintenance of infrastructures** are certainly the most visible outcomes of a conflict and one of the most important obstacles to economic revival.
- **Local entrepreneurs may lack the capacities** to participate in bidding processes, and miss business opportunities created by reconstruction investments.
- **Information management systems do not work properly:** information is not regularly and rigorously collected, stored and analyzed and, as a result, decision makers are unaware of current and future opportunities for job creation in emerging recovery needs.
- If **corruption and abuse of public power** are widespread, and are strongly and negatively perceived by the population (e.g. illicit taxes), then licit businesses struggle to start and develop smoothly.
- It is generally very challenging to prove ownership, distinguish between individual and household land rights, guarantee access to land, and (re)distribute land fairly. This deprives households of livelihoods and inhibits investments in agriculture.
- **Purchasing power is generally very low** due to poor sources of income and survival-oriented livelihood systems. As a consequence of that, only a limited array of products and services is demanded (or has a growing demand) in the market.



- The **mismatch between the skills required** by public and private employers, **and those that are available locally** is a major constraint to the exploitation of local human resources for recovery and reconstruction purposes.
- The **labour market changes rapidly**, also as a consequence of growing reconstruction operations. The set of skills required by employers at the local level (aid organizations included) is also different from the pre-crisis period; vocational skills of the local labour supply must be aligned to the new demand.
- **Non-friendly business regulatory frameworks** represent an obstacle to the recovery of business and must be gradually removed by introducing appropriate incentives and creating adequate institutional capacities
- Networks and fluid dynamics across supply chains and among private and public actors are very difficult to maintain and develop in conflict settings, due to mistrust, tensions, business disruption and movements of people.
- Entrepreneurs' capacity has often been impoverished by the reduced volume of activities, the rare opportunities to share ideas and learn from other businessmen, the reduced access to training and advice on business management and the poor quality of BDS providers.
- **Markets are limited and distorted**; they lack of transparency and do not always reward the most performing ones.
- **Linkages to local suppliers for selected goods and services are poor**; services and goods produced by local firms are not of good quality and/or are relatively more expensive than better quality (imported) goods;
- **Financial resources are rarely available** and accessible at regular market conditions to the poorest households, who do not dispose of collaterals.

The following are common gender-based issues arising from conflict-led changes in a society:

- Social and demographic changes with several impacts in terms of gender roles and households' livelihood strategies and food security. Division of labour might therefore change or require a change;
- Gender patterns for access and control (e.g. decision-making power) over resources used to carry out economic activities, and for access and control over benefits, are generally unbalanced and more favorable to men than to women.
- The re-engagement of male ex-combatants into civilian life is seen as an important stabilizing process, but the focus on male ex-combatants often has a distorting effect on the household and the community as a whole.
- The rigidity of gender roles is due to culturally and socially-rooted perceptions. Armed conflicts and other types of crises might reduce such rigidity, as women and men adopt coping strategies that make them step-out of their socially ascribed roles. Positive changes in gender roles need and deserve support.
- It is generally observed that women have lower educational attainments with respect to men, in terms of literacy rates, enrolment rates into school, number of years of study and level of degrees obtained.
- Women can actually play an important role in reactivating economic activities, alleviating poverty and promoting post-conflict reconciliation; however they encounter more barriers than men in starting and developing a business or finding a job.
- During and after conflicts, sexual violence is often used as a strategy to humiliate and weaken communities. Sexually-transmitted diseases, torture and undesired pregnancies produce a psychological trauma on women and on the generation to come.

In light of the above, early assessments for employment and economic recovery programming will focus on producing a profile of the economic situation and of emerging labour demand across the recovery and reconstruction efforts. This will involve making a rapid estimation of key employment figures in a conflict-affected area, and analyzing the territorial capital to identify its immediately exploitable resources

and opportunities for job creation and private-sector revival; the issues and factors inhibiting socio-economic recovery will be also pointed out. Such findings provide elements and evidence to formulate employment and economic recovery strategies for the conflict-affected area, with a view to better match existing labour demand and jobseekers, and to create job opportunities.

Information requirements concerning the employment and labour market situation will include the following:

Early recovery Objective 1: to augment emergency relief operations	
By taking advantage of the job and business opportunities generated immediately in economic branches that are somehow related to relief and early recovery operations. Essentially to facilitate the match between labour demand and supply.	
Information requirement	Details
Current and potential labour demand (i.e. jobs) created by relief and recovery operations and, more generally, by the resident humanitarian and development communities	Which and how many jobs Required skills: available or not locally
Business opportunities (and jobs) potentially generated through local procurement of services and products	Products and services demanded by the relief/development community can be purchased locally Constraints faced by local businesses: capacity-related, legal, quality-related, ethically-related (e.g. corruption, non-decent labour standards)
Who-does-what-where	Focusing only on: ■ livelihood-related activities ■ early recovery strategies, ■ development programmes, ■ reintegration of returnees, ■ DDR
Ongoing and forthcoming inter-agency planning processes and funding mechanisms	
Security and logistics issues affecting the execution of assessments and programming	
Early recovery Objective 2: to support the population's spontaneous recovery efforts	
By supporting those businesses that can be rapidly restored by addressing the obstacles to their functioning. Such obstacles might related to the individual entrepreneurial activity (production phase), or to the market (circulation/commercialization phase).	
Information requirement	Details
Status of self-employment and small businesses	Which and how many micro-businesses in which sector Loss and damages by sector Productive assets: tools, equipment, workplaces, etc. Vocational and entrepreneurship skills
Market functioning	Market places Communication Transport infrastructures Transport means Business networks (e.g. suppliers-clients)



Institutional capacities	Training suppliers Employment, (Micro-) finance Business development services
Early recovery Objective 3: to establish the foundations for longer-term recovery By establishing a business environment that is conducive and stimulating for starting and growing businesses.	
Information requirement	Details
General economic situation and its major issues	Main industries and their strengths, Firms “population”, Markets and related issues Evidence of war economy, informal economy, illegal economy Challenges and opportunities in land tenure, property rights, and access to resources Business environment, policies and regulations impacting on economic activities Conflict impact on formal and informal enterprises, with focus on non-agricultural sectors (industry, construction, commerce, transport, services)
Characteristics of the local labour force	Economically active population, employment, unemployment, hidden unemployment, under-employment Analysis of vulnerability factors and vulnerable groups within the labour force
Structure of current employment (or baseline + estimation)	By: Economic sector; Employment category (wage labour, self-employment, employer, and unpaid family help); Occupation (managerial, professional, clerical, manual worker, etc.)
Labour market	wage rates, seasonal and permanent employment, degree of unionisation, seasonal labour migration patterns, etc.
Estimation of job and income losses	As a consequence of : firms closure, migration, displacement
Skilled and unskilled labour	Also on the basis of the classification of workers by occupation Available curricula
Institutional capacities	Training suppliers Employment services (Micro-) finance Business development services

Other complementary information to be collected would focus on:

- Gender economic profiling;
- Distribution of human and physical resources over the territory (population, its vulnerabilities and movements across the territory; natural resources; infrastructures). At that regard, maps are a very powerful analysis and synthesis tool.

In some cases, the information required to complete the mentioned assessment is readily available through secondary source data and analysis from humanitarian agencies already working in the area. Beginning with these sources will rapidly provide the information baseline for initial decision making. If datasets are missing or unavailable (e.g. statistical data) and their production is expected to be expensive and time-consuming, then it should be postponed at a later stage.

4. Considerations for prioritizing early employment and economic recovery

It is vital that immediate recovery initiatives are launched and concrete results in term of employment recovery are achieved for the conflict affected populations. Immediate results in term of employment and economic recovery will prove that these efforts are needed and effective; hence trust and support for larger and mid-term focused interventions may materialise. Therefore, small-scale livelihood activities should be undertaken early in the process for achieving immediate, tangible and measurable results. The timeframe is generally six to nine months, with limited financial and human resources to be mobilised.

Temporary jobs are quick peace dividends, as they represent an alternative to the use of weapons and to criminal and illegal practices. In addition to that, they do not require substantive investments, and contribute restoring basic services and community infrastructure that are critical to improve living conditions.

5. Examples of typical early employment and economic recovery responses

Interventions can be of two types: (1) inducing the creation of jobs through small-scale infrastructure projects and basic services; and (2) facilitating the access of local jobseekers to existing labour demand.

There are several standard measures that can be considered in most LER contexts: cash-for-work projects, emergency public employment services, short-cycle skills training programmes, and voucher programmes.

Gaps left by financial institutions can be covered by community-financing mechanisms. Financial requirements vary across the recovery process. At its early stages the priority is on stabilizing households' livelihoods and incomes; to that purpose small-scale loans and cash grants can be used. At a later stage, when markets give signals of better functioning, the priority is on creating and strengthening enterprises; appropriate financial products and services will have to be available.

- Short-term (mainly top-down):
 - ➔ Temporary jobs creation ↑ stabilisation, ↑ purchasing power, ↓ aid dependency
 - Cash or food-for-work in infrastructure reconstruction/rehabilitation (roads, irrigation schemes, water storage reservoirs roads)
 - Emergency public employment services to better match labour demand and supply
 - Short-cycle training
 - Cash grants: to restart businesses requiring a modest investment
 - Local procurement



- Mid-term (bottom-up, increased participation):
 - Restoration of disrupted production and commercial circuits - markets (including labour market)
 - Removal of obstacles inhibiting markets' functioning
 - Institutional capacity building

Tool 2. Key Informants' Survey (KIS)⁴

Labour Market Analysis: Steps for Key Informants' Survey (KIS)

The guidelines below present practical suggestions for conducting a Key Informants' Survey (KIS). The planning and operation of these guidelines include three major steps which, in practice, are usually linked in various ways.

Users of the Key Informants approach should be aware that it is not necessarily representative of the total situation, since it is not based on a scientifically selected sample. It is a summary of the views and opinions of (hopefully well-informed) local informants. The reports of these informants may overlap or miss certain areas or households. In particular, it is not possible to arrive at estimates of the number of people or households with particular characteristics when using this approach. It is possible to obtain very useful background information.

A. PREPARING A KEY INFORMANTS' SURVEY

1. Consultations with potential users of Key Informants' data
2. Types of information to be collected
3. Preparing and approving questionnaires
4. Selecting Key Informants

B. IMPLEMENTING A KEY INFORMANTS' SURVEY

1. Preparing practical instructions for field work
2. Carrying out a pilot survey
3. Conducting the full interviews

C. ANALYSING AND DISSEMINATING SURVEY RESULTS

1. Processing and analysing data
2. Preparing survey reports and evaluations

It is important to remember that these guidelines are mere suggestions and that in each country or community where KIS are conducted, modifications might be required to suit local post-conflict circumstances.

A. PREPARING A KEY INFORMANTS' SURVEY

1. Consultations with users of Key Informants' data

The first step is the designation of the partner organizations, namely the relevant government ministries and the agency responsible for reintegration. In war-affected countries, special bodies are usually set up to formulate and implement demobilization and reintegration programmes as well as to facilitate economic reconstruction and development. However, more cooperation is required between the reintegration agencies at national and local levels and the government ministries which take responsibility for generating employment and monitoring labour markets. Therefore, this survey needs to have the DDR-institution as well as the Ministry of Labour as stake holders. If the country has a functioning labour market information (LMI) office, they should be the owners of the KIS programme. In most cases, a KIS steering committee should be set up and include the national statistical agency.

⁴ Source: ILO-CRISIS: *Guidelines for the socio-economic reintegration of ex-combatants*, Geneva, 2009, p. 95-106.



To begin a process of information gathering through KIs, it is important to set an agenda for the surveys and determine the tasks of the different stakeholders at a first meeting. An example of key points to be addressed:

- Items of information to be covered
- Potential users and sponsors (DDR and beyond)
- How to get the opinions of users
- Inputs and facilities required from other agencies/services
- Resource persons needed
- Cost of KIS

A small test or pilot survey, to prepare the ground for a full KIS should be organised. It should contain a full presentation of the types of data to collect for the DDR and indicate the choice of priorities, such as:

- Evaluating existing government plans that concern reintegration of war-displaced populations in specific areas
- Providing information on the prospects for economic development and employment;
- Helping develop new policies and programmes that facilitate employment promotion;
- Using more efficiently structures and resources (e.g. employment services and training centres) to better utilize human potential;
- Helping plan the use of resources (e.g. national and external funds, human potential, networks of information and business expertise, etc.) to develop new employment and training projects.
- Identifying areas of high return of ex-combatants.

Below are some examples of the type of information that KISs should attempt to provide in war-affected countries:

Employment promotion programmes:

- to provide a data base for local programmes (e.g. on local labour markets and labour-intensive public works programmes);
- to create more productive rural jobs (formal and informal, farm and non-farm sectors).

Human resources:

- to assist the target group to locate and select appropriate training courses and to move to new jobs.

Labour market indicators:

- to verify the extent to which the lack of basic skills limits the capacity of the labour market to absorb the target group;
- to develop local projects concerned with literacy, education, and the creation of basic skills.

Vocational training programmes:

- to identify shortages of skilled workers and skilled tasks for which more specialized training is needed;
- to improve rural survival and entrepreneurial skills.



2. Types of information to be collected

Once the survey's objectives have been set by the Key Informants' steering committee, the data requirements should be translated into specific items of information to be obtained from the selected KIs. All existing sources of data relevant to the KIS should be examined, to determine if any of them can meet the users' needs.

Depending on the needs which have been identified in the initial pilot survey, there are two main types of KISS:

- The multi-purpose surveys, usually carried out where the population census is organized at long intervals or in cases where the existing data base does not cover certain activities, such as community-based programmes and labour-intensive works projects. Questions may cover issues such as main sources of income and local craft activities. In this type of survey, the socio-economic structure of the areas covered can be as important as the employment aspects.
- Specific-purpose surveys, of particular relevance in providing further and more frequently needed information on specific problems. Typical examples relate to:
 - Monitoring the local impact of programmes
 - Assessing the effects of investment and development projects on local employment
 - Identifying skill gaps for some occupations.

With specific-purpose surveys, it is easier to adapt users' needs of the DDR programme. It is necessary, though, to carefully select the KIs.

Multi-purpose surveys are particularly relevant in countries where government and DDR programme managers wish to have an integrated approach to planning reintegration. "An important strategic choice faced by reintegration programme planners is whether to emphasize tailored programmes for ex-combatants and their families, or whether to support programmes in which ex-combatants participate, but which are not restricted to this target group." Labour-intensive public-works projects, for example, are usually intended to benefit many disadvantaged groups or war-affected people in general.

Mixed surveys involve, by definition, elements of both multi-purpose surveys and specific-purpose surveys.

Typical indicator

Although employment needs differ between countries as well as between military forces in the same country, and some of the information sought varies accordingly, there exist indicators which are commonly included in KI surveys. Typical key indicators would be, for example:

- location
- infrastructure
- social facilities, etc.

Population

- education
- working age

Economic activities

- development projects
- handicrafts

Labour force, employment situation and trends

- labour force structure
- seasonal employment
- non-agricultural occupations with labour surpluses
- programmes and projects to create employment
- methods of finding work
- actions or incentives to improve the conditions of war-affected people
- self-employment prospects for disabled persons
- migration trends
- seasonality
- individual motivation

Vocational training programmes

- traditional skills needing upgrading
- specific skills or tasks in demand for which training should be improved
- new training programmes required to maximize local human resource potentials

3. Preparing and approving questionnaires

After determining the kind of data to be collected, the KI steering committee has to find a suitable format for the questions so that they are not culturally or politically counter-productive. All questions should relate to employment- and income-generating activities and be closely linked to the economic environment of the local community or the relevant economic sector. The issues most frequently included in a KIS questionnaire are:

Personal characteristics of the KIs

House hold characteristics of the interviewed target group:

- number of members
- working/non-working members
- education
- income
- assets (land, live stock, other assets)

Labour force:

- employment and unemployment
- under-employment
- non-resident or non-national workers
- emigration, temporary or permanent
- seasonal variations in employment



Manpower shortage

- skills in short supply
- forecasts of future skill demand
- methods of recruiting skilled workers

Vocational training

- training needs by occupations or basic skills (e.g. in the formal economy, cooperatives, etc.)
- improvements needed in training programmes or methods

Employment situation and prospects

- small-scale and cottage industries
- factors restricting employment (in agriculture, fishing, industry, construction, etc.)
- forecasts of short-term employment trends
- needs for special employment creation projects

Infrastructure and social facilities

- housing
- health services
- transportation

Identifying needs and solutions:

The reason for using local survey KI participants is to identify the target groups' needs through their own members' active involvement. By doing so, the local development authorities will stand a better chance of obtaining realistic information as seen from the "bottom" of economic needs. Planners or assistance programmes can thus find more appropriate solutions which will be more acceptable to individuals and community-level target groups.

It is useful to examine ways by which to link the identification of needs with the discovery of solutions and the development of corrective activities (employment promotion methods and assistance that are effective). Furthermore, an approach must be developed for each survey that involves the target groups themselves in the process of identifying their community's needs and formulating and implementing the solutions.

Check list of the main objectives in identifying people's needs:

- understand the employment problems as completely as possible,
- define the characteristics of the target groups,
- identify the scale of the problem,
- know how to locate the target groups,
- generate solutions, and
- promote action.

4. Selecting Key Informants

The Key Informants who conduct the survey are usually local individuals who occupy positions of authority or enjoy special respect in their community. Sometimes they are also part of the target survey group. These individuals may or may not belong to a household that has among its members ex-combatants (men, women, children, disabled persons), migrants or other vulnerable people. They are mostly men and women who are involved in a specific economic sector, for example in informal enterprises, leaders of a village cooperative, owners and managers of a small business, or they may be master craftworkers who employ apprenticeship trainees and interns.

In the context of demobilization and reintegration programmes (DRPs), it might be necessary to design the questionnaires to match the situation in which the ex-combatants or other target groups are presently in: (1) a questionnaire addressed to selected Key Informants among the soldiers who are undergoing demobilization in order to then have them interview their colleagues; (2) a questionnaire addressed to selected Key Informants among the demobilized combatants once they have gone to their places of settlement (traditional or new homes) in order to then survey the ex-combatant population which has also settled following their demobilization; (3) a questionnaire addressed to selected KIs among local leaders of a community and NGOs, small enterprise owner/managers, or other well informed persons.

The process of selecting the KIs should be carried out through collaboration amongst all those concerned at both national and local levels and especially in consultation with the officers in charge of the localities (provinces, districts, villages, etc). The latter would be able to advise on suitable informants for the KISs and to participate in an advisory capacity in the deliberations of the local management committee (if any) or in a mechanism that can continue to conduct similar surveys at a later stage. The number of participating key informants generally should be higher than is likely to be necessary, bearing in mind that some of them may be unable or may not wish to reply. Furthermore, at least two to three informants are needed per selected district or village in order to cover various economic sectors.

It may be necessary to establish a provisional list of participating informants for the KISs with the help of government services, village leaders, NGOs, community-based project managers and other well-informed groups of people. This list should be submitted to and approved by the KI central steering committee at an early stage.

The following factors should be retained:

- Length of residence in the area. This factor is very convenient for a continuing survey, i.e. when repeated enumeration spread over a considerable period of time is involved.
- Age: an important characteristic of all types of survey is the person's age, implying the exclusion of individuals below a certain minimum age and possibly of old persons above a certain maximum age.
- Degree of local responsibility.
- Socio-economic group.
- Work experience and specialized knowledge in selecting and evaluating reintegration programmes.

B. IMPLEMENTING A KEY INFORMANTS' SURVEY

1. Preparing practical instructions for the field work

The next step is to draft instructions for field work. This step begins once the questionnaire and area survey and the final list of KIs have been approved.

Key topics regarding instructions to interviewers might be the following:

- operational convenience and practicality;
- questions and answers as precise as possible;
- how to get answers to unusually difficult questions involving, for example, personal and political factors;

- close supervision, control and observation;
- rapid feedback;
- resolving clearly delimited, specific issues and problems.

Operational guidelines for the KIs should give clear orientations and state the confidential character of the survey, as well as contain suggestions for a positive way to conclude the interview. These instructions should be discussed in the sponsoring agency, preferably with a small group of interviewers who will be entrusted with the task of carrying out the pilot survey.

2. Carrying out a pilot survey

The pilot survey is the most crucial step of the overall survey process before full-scale operations are implemented. It is intended to verify whether the decisions taken in sections 2 to 5 are likely to present any problems which must be solved before committing resources to the survey proper. It should therefore cover a large and representative sample as well as the type of staff, field organization, supervision and quality control procedures.

Evaluation is an essential part of the pilot survey's successful completion. The key features to measure and evaluate are: the extent to which certain types of questions are correctly or incorrectly answered; the extent to which there are gaps which need to be filled; and the usefulness and effect of advice given to the interviewers. The results of such an evaluation exercise should be used to improve the quality of the questionnaire for the main survey, for example by identifying any means of action that may be required and by reviewing the effectiveness of the content, structure and timing of the main survey's programme.

3. Conducting the full interviews

The training of the KIs for the interviews which they are to conduct is a principal determinant of the quality of data obtained. The amount of training required depends on the background and experience of the interviewers.

Key topics for training of interviewers are, for example:

- general background information on the survey, including relevant organizational and design aspects;
- detailed explanation of the KIS concepts and questionnaire;
- instructions for dealing with difficult cases;
- techniques and procedures of interviewing;
- procedures for checking the information collected;
- instructions on how to identify and solve specific problems.

C. ANALYSING AND DISSEMINATING SURVEY RESULTS

1. Processing and analysis of data

Following the conduct of the full interviews, the major practical survey operations include: data preparation and processing, coding and clearance of qualitative raw material. It should be emphasized that the latter is of particular importance in respect to the reintegration programmes for ex-combatants and the rehabilitation of disabled combatants and other war victims, but as already mentioned, care must be taken in using these results since they may not be representative, and because the KI approach does not provide reliable numbers (since there may be duplication or omission).

Data processing

Data processing has often been called the “bottleneck” of a survey. This is because many surveys have suffered from cost excesses, major delays, or even complete failures at the data processing stage.

It is useful to distinguish two phases in this operation: data preparation and data processing proper. Both steps in the process are integrated to some extent. Data preparation relates to the manual editing of the data in the field (survey area) by the sponsoring agency; assigning numeric codes to the information obtained, describing data collected and checking on the completeness of the samples enumerated. Data processing proper refers to data entry into a computer or file, editing and correcting the data, and performing other operations such as tabulation and analysis. This phase could require computer facilities along with the use of a systems’ analysis programme.

For the policy-making process, the best way of collecting the data is to prepare a schematic model of the most significant tables and then to use work sheets on which to extract material to be summarized from the questionnaires to prepare the final tables.

Coding

Coding refers to the process by which numeric values are assigned to questionnaire entries. The process involves the development of a coding frame and the assignment of each response to a particular code (or category). The complexity of the task depends on the nature of the coding frame, the range of responses to be coded, and the relationship between the two. In KISs, especially in the war-affected African countries, the coding should be as simple as possible and made with the help of a well-experienced statistician. A simple numbering of the questionnaires is required, possibly with some subdivisions for each survey, in accordance with either the national classification or international standards.⁵ In usual KISs, the most important items to code are the description of employment and the status of employment.

For items based on questions involving qualitative responses, the coding system may be more difficult. Examples are various questions seeking reasons for working less than full time, for not seeking a job, etc. It is possible to simplify coding for qualitative questions by making special notes of the responses. Such notes may refer to:

- summary of opinions, perceptions, attitudes and judgements about major employment and training problems and possible solutions;
- summary of replies making comments and suggestions about specific employment creation programmes;
- summary of views on relatively important points which were not included in the questionnaire.

2. Preparing survey reports and evaluation

The last practical issues involved in carrying out a KIS concern reporting strategy and evaluation. The purpose of this report is to analyse and present the results in a way which satisfies the needs of the consumers, such as:

- policy-makers in the government ministries concerned;
- people engaged in reintegration programmes for ex-combatants;
- disabled ex-combatants and other war victims who will go back to find work;
- NGOs and community-based programme managers;
- agencies and services which collaborate with reintegration and employment creation programmes;
- labour market, employment and training policy specialists;
- employers’ and workers’ organizations/associations.

⁵ ILO: *International Standard Classification of Occupations (ISCO)* and United Nations: *International Standard Industrial Classification of All Economic Activities (ISIC)*.

The report should encourage early release of the principal findings and might need to contain different sections that highlight the following:

- the main findings, notably about employment and training questions;
- the purpose of the survey as well as an account of the initial effort to identify the needs of users, how the survey was designed to meet these needs and the organization and implementation of the survey;
- the main conclusions drawn from analysis of the data collected. These should contain the most significant points which emerge from a consensus of opinions among the key informants themselves and which are directly relevant to labour market policies;
- the problems encountered by the KI central steering committee in obtaining user's cooperation, interviewing the individual KIs and coping with difficulties in data processing.
- Cautionary comments on the reliability and lack of representativeness of the results.

The dissemination of the results should be aimed at improving LMI utilization. It is important that the KIS results are made available to prospective consumers of the data. To this end, the sponsoring agency should try to establish user-oriented computer data banks as well as printed material for dissemination to NGOs, reintegration and training personnel and other employer/employee associations.

Finally, to summarize, the quality of survey data depends upon the following three characteristics:

- 1. Their relevance to the needs of users. Relevance is the most fundamental aspect of data quality. The content and methods of the survey should be designed to measure what is required by the users.
- 2. Their timeliness. This characteristic concerns current appropriateness and punctuality; i.e., the time taken to complete various stages of the operations followed by a timely delivery of the findings according to a predetermined schedule so that data will not be outdated when they reach the consumer.
- 3. Their accuracy. The quality of a survey is generally taken to mean its closeness to the targeted population and this is not guaranteed when using the KI approach as opposed to a scientifically designed sample survey (which are often not possible to undertake during or immediately after conflict).

Labour Market Analysis: Local resource person interview

Generic questionnaire

PART I Identification Data

1. Name of the key informant:
2. Position/occupation:
3. Sex: Male ☐ Female ☐
4. Age:
5. Name of district/village:
6. Since when living in this district/village?

PART II Population of the district/village

		Male	Female	Total
7.	Population of the village or district:			
8.	How many ex-combatants and disabled			
9.	Persons in the age group 15-59 years:			
10.	How many ex-combatants or disabled in this group?			
11.	How many households in the village?			
12.	Number of households/ex-combatants:			
13.	Working population of the district or village:			
14.	Working ex-combatants in the village:			

15. Is the district or village likely to attract the resettlement of more demobilized combatants?
..... Yes ☐ No ☐

PART III Education and training potential of the district/village

16. Existing educational institutions:

Primary school ☐

Middle-level school ☐

Secondary school ☐

Professional school ☐

Vocational training school ☐

University ☐

Any others (please specify):

17. Educational composition of the population:

	Male	Female	Total
Graduates and above			
Matriculates but below graduate			
Literate			
Illiterate			

18. Educational composition of working force:

	Male	Female	Total
Graduates and above			
Matriculates but below graduate			
Literate			
Illiterate			

19. Training requirements for ex-combatants and disabled (occupations in which skilled workers are not available):
20. Skills needing training upgrading:
21. Existing training centres in the district or village
22. Training being received by ex-combatants or disabled
23. New courses in which training is required for ex-combatants:.....
24. Other comments on training facilities.....

PART IV Economic and employment prospects

A. Employment/unemployment

25. Distribution of working population among the following activities

	Male	Female	Total
Public sector personnel:			
Sales/trade/banking:			
Workers in small-scale industries:			
Farmers			
Agricultural labourers			
Artisans (please specify):			
Other workers (please specify)			

26. Are there ex-combatants or disabled living in the village who are fully employed? Yes ☐ No ☐
27. If yes, approximately how many?
28. How many ex-combatants or disabled are unemployed in the village?



Uneducated.....

Educated.....

Graduate

Vocationally trained

29. How can they obtain jobs?

Employment services ☐

Advertisements..... ☐

Relatives/personal contacts..... ☐

B. Employment and migration

30. About how many returned combatants left the village in search of jobs elsewhere?

31. Where to?

C. Employment opportunities

32. Are there any manufacturing units in the district or village which provide employment to people? Yes ☐ No ☐

33. If yes, about how many people from the village are employed in these industries?

34. Are there any job opportunities for ex-combatants/disabled in these industries? Yes ☐ No ☐

35. Are there any such industries outside the village but within 15-20 km where demobilized military can find employment? Yes ☐ No ☐

36. Is the available employment (within or outside the district or village) seasonal or year-round?

	Agriculture	Industry	Others
Monthly seasonal			
Seasonal, some year-round			
Mostly year-round			
Farmers			

37. How did you hear about the reintegration programme for demobilized military?

38. In the context of the reintegration programme, what are the main economic activities which could be of interest to ex-combatants and disabled? (Please specify).

39. Do you think there is a chance to develop the following activities with a view to creating jobs for ex-combatants and disabled?

Microenterprises Yes ☐ No ☐

Cooperatives Yes ☐ No ☐

Public works programmes Yes ☐ No ☐

- Local employment initiatives Yes ☐ No ☐
- Rural development and non-farm activities Yes ☐ No ☐
- Informal sector activities Yes ☐ No ☐
- Handicrafts Yes ☐ No ☐
- Construction activities Yes ☐ No ☐
- Others (please specify) Yes ☐ No ☐

40. What assistance would be needed to develop those activities?

Raw materials/equipment.....

Skill training

Marketing

Credit

Technical support

Others (Please specify)

41. New occupations coming up (Please specify):

42. Other views and opinions on employment opportunities in your district/village:

.....

.....

.....

.....

.....

Signature of interviewer and/or key informant

Date



Module 3

Vocational orientation and counselling

This module will:

- explain how to match the participants' expectations, capacities and constraints with the local economic reality;
- highlight the importance of giving the necessary time and attention to the vocational orientation process;
- describe how to evaluate the participants' capacities and constraints;
- highlight the importance of making use of post-conflict opportunities for change, especially in relation to the choices of girls for non-traditional female jobs;
- offer guidance on how to assist participants to adapt their expectations to local economic realities;
- explain how to reach a final vocational project for each participant.



What to consider?

The steps taken in accordance with the preceding modules of this Guide should have provided two sets of data: the profiles of the target group, as well as information relating to opportunities for local employment and income generation. The next step, vocational orientation, is the process of matching the participants' initial vocational project ideas with their capacities, and with locally available opportunities and support services. It has to be approached from both of these sides simultaneously.

1. Matching project ideas, individual constraints and the local economic reality

Orientation is the phase where long-term decisions about the future of the young persons are taken and determines to a large extent the success or failure of their economic reintegration

Matching initial project ideas with opportunities should not be seen as adapting unrealistic ideas to a harsh "reality". There are examples where the reality, as perceived by counsellors, was wrong and the "unrealistic" initial project ideas of beneficiaries were right. Orientation is an intellectual and a psychological process that has its own requirements; it is not a mechanical exercise. It requires time and the psychological support necessary to accept choices that will determine an important part of a lifetime and may be far from an initial idea. Vocational counsellors have to listen carefully to initial project ideas and take them seriously. Nothing can be achieved without the profound inner acceptance of the young person of his final vocational choice. The vocational orientation phase determines to a large extent future success or failure and should, therefore, be managed with particular attention.

Initial project ideas may be based on too little knowledge about jobs, on negative or positive prejudices, on ignorance about whole sections of the local economy. Vocational orientation is the process that widens the young persons' vision about options unknown until now, and deepens their understanding of the reality of jobs. This module presents ways of how this can be done.

While initial project ideas will start evolving during this process, the spectrum of opportunities to be considered may also change. It has been pointed out during the socio-economic assessment phase that opportunities themselves are a moving reality, arising out of a combination of local physical and human

resources, markets, and ideas. The rapidly changing post-conflict recovery context produces opportunities for innovative activities. Balancing initial project ideas with employment opportunities thus becomes a process requiring and allowing adaptations from both sides.

**Young people
need to be
offered
attractive and
innovative job
opportunities**

Vocational orientation of children and youth formerly associated with armed forces and groups and other children affected by armed conflict should be especially attentive to new innovative opportunities that may be attractive to this target group, attractiveness of jobs being a decisive criterion to get their adherence. The local economic and social assessment (see Module 2) has probably identified opportunities for innovative jobs that may not yet be represented in the local area. To reintegrate young people, it is not enough to be realistic; attractiveness of jobs is a factor that may make a real difference to older ex-combatants, who may have learned and accepted to be realistic. Innovative jobs in rural as well as urban areas are generally attractive to young people, especially children and youth formerly associated with armed forces and groups, as they may provide them a new civilian identity, the satisfaction to “be someone” again. Innovative jobs may be jobs linked to new information and communication technologies (ICT), jobs linked to the international aid community, or green jobs (solar energy, bio-gas) in rural areas. Globalization is rapidly expanding new technologies in developing countries, and post-conflict settings, far from lagging behind, are often at the forefront of this movement because of the presence of international aid organizations. In some cases, production for export may even be a realistic option. The importance of these factors should not be underestimated in terms of the success or failure of the reintegration process. However, such options should not be treated lightly either, and their economic viability should be well tested.

2. Post-conflict settings: Opportunities for change

**The immediate
post-conflict
situation opens
a window for
change that
should be used
before it closes
again**

Even more importantly, post-crisis situations provide windows for social change, and this opportunity should not be missed by reintegration projects for these children. Post-crisis situations are a new start for individuals, and a new start for communities. The new start should avoid old pre-conflict exclusions, inequalities, domination, or injustices that may have been at the origin of the conflict. Reproduction of pre-conflict social injustice is one of the main reasons for the high percentage of relapse into conflict¹. Comparison of post-conflict recovery processes in different countries has shown that the sustainability of recovery has been directly related to the inclusiveness of growth.² Local economic recovery (LER) programmes are built on inclusiveness and participatory decision-making as their basic strategies. More inclusive post-conflict recovery policies and programmes will not only open opportunities for children formerly associated with armed forces and groups and other conflict-affected children as such, but also for specific vulnerable groups within this group, as for instance those with disabilities. In Europe, vocational rehabilitation of persons with disabilities achieved its most significant progress in the aftermath of World War I and II. Better job opportunities, together with better rehabilitation services for these children with disabilities should be explored, and advocated with special attention by your project.

1 “ [...]countries emerging from violent conflict face a 44 percent chance of relapsing into conflict in the first five years of peace”. Goovaerts, Gasser, and Inbal: *Demand-driven Approaches to Livelihood Support in Post-War Contexts. A joint ILO-WB Study* (ILO, Geneva, 2006), p. 1.

2 See UNDP: *Post-Conflict Economic Recovery. Enabling Local Ingenuity – Crisis Prevention and Recovery Report 2008*, N.Y., 2008, p. 114ff.

The most important opportunities for change in post-conflict settings occur in traditional gender roles

During conflicts, women and girls often acquire a degree of equality with men, and benefit from autonomy and responsibilities they never had in pre-conflict ordinary life. This is true not only for women and girls who participate directly in conflict, but also for those who remain in civilian life. This is mostly due to the fact that the absence of large numbers of men provides them with the opportunity to take up roles that are traditionally reserved for men. However, it is also usually observed that after the end of a conflict, during the period of “normalization” of life, the autonomy, equality and liberty that have been acquired tend to be gradually abolished and women and girls are pushed back into their traditional pre-conflict role.

The immediate post-conflict situation thus opens up a window for change that should be used before it closes again. Girls formerly associated with armed forces and groups are especially concerned. They have been living for some time in a male-dominated environment, and may have had responsibilities they did not have in their earlier civilian life. The contrary may also be the case, and their degree of equality with men may in fact have been worse than before. Sexual violence may have changed their perception of traditional gender roles. In any case, they have lived outside ordinary gender roles, and may not want to return to them. The same is true for other conflict-affected girls: the absence of parents, larger family responsibilities, gender-based violence may have changed their ideas about what they want to do with their lives.

Girls should be encouraged to choose non-traditional jobs

Vocational orientation should encourage girls to choose non-traditional jobs. There are many ways to do this. Individual project ideas that stick to traditional gender roles should be critically examined to see whether they are based on the free choice of girls or on family pressure to keep them at home, on lack of knowledge about alternatives, lack of information about project means to alleviate constraints, etc. Girls should participate in visits to workplaces and training facilities for trades traditionally occupied by males. They should be told what other girls are successfully doing elsewhere, or given the opportunity to meet with them – there are examples of girls who have been associated with armed forces and groups who work as auto-mechanics – or – be informed about the facilities the project may put in place in order to alleviate their specific constraints, including child care facilities, or access to training grants. Counsellors should discuss with family members or husbands/companions in order to overcome family resistances.

While post-conflict situations present opportunities for change in traditional gender roles, one should carefully evaluate how far change should go. Going too far may expose girls and women to new risks: returning husbands may not appreciate the autonomy and economic independence acquired by their wife, and may react to the loss of their superiority by domestic violence and damage to the economic activity of their wife. Furthermore, girls and young women who have been trained for non-traditional female jobs may end up not being accepted in that sort of job in post-conflict life.

3. Orientation into jobs that are meaningful to young people

Employment opportunities presented to young persons should provide status, power, voice, and participation in local decision-making

As the discussion of issues of inclusiveness or possible changes in traditional gender roles indicates, vocational orientation is about much more than providing an income earning possibility to the participants: it is also about providing them with a place in the community, giving them status, power, and a voice. Mere economic survival, even with a decent job, will be insufficient for effective social reintegration of children formerly associated with armed forces and groups. The social dimension of economic reintegration should guide the vocational orientation process, i.e. the importance of holding a decent job, as well as a recognized position in the community. Together with the element of attractiveness, the capacity of a given employment to provide status, power, voice, and participation in local decision-making should be carefully considered when presenting employment opportunities.³ The issue is especially important for young people.⁴ In traditional societies, young people are largely excluded from decision-making. Giving excluded groups of youth, like your project's target group, the opportunity to participate in local decision-making increases the chances for integration, and mutual acceptance.

4. Implementation procedures

The output of vocational orientation is an employment project

Thus, vocational orientation and counselling endeavours to match initial project ideas not only with employment opportunities and available support services, but also with the young person's capacities and constraints. The evaluation of capacities together with the examination of constraints has to be the first phase of the vocational orientation process.

For each participant, the final output of the vocational orientation process should be, an employment project that is coherent with his capacities, his personal constraints (and possible assets), realistic local employment and income generating opportunities, as well as locally available support services. Employment projects should also include provisional ideas about the participant's future status in employment: self-employment, formal wage-employment, membership in a cooperative, or apprenticeship.

There should be no compromise about the economic viability of the final employment project

There should be no compromise about the economic viability of the final employment options even though the orientation process itself will require considerable flexibility in adapting individual projects to objective opportunities, and opportunities to individual projects.

Note that, as explained in Module 2 on the Local economic and social environment assessment, the selection of local employment opportunities should be coordinated with all other local employment promotion projects, in order to avoid saturation of local labour and commodity markets; and to provide optimal utilization of local support services. Coordination should be a permanent process, but local coherence should in particular be checked before the final adoption of the individual employment plans of the project participants.

3 See also Module 9 on Voice, participation and representation.

4 See UN: Inter-Agency working Group on DDR, *Integrated Disarmament, Demobilization and Reintegration Standards (IDDRS)*, Module 5.20 "Youth and DDR", 2006.

Capacities and constraints identified during the orientation phase should be documented. Results of the evaluation should be documented but not registered in the Initial beneficiary profile for confidentiality reasons. Two new monitoring instruments should be drafted at the end of the orientation phase: one “Target group reintegration plan” indicating the chosen vocational project and proposed support services for each participant of the target group, and another “individual monitoring form”, describing provisionally the path through the different services planned for the participant in the course of the project until his/her definite installation. The **individual monitoring form** is added to the initial beneficiary profile that had been created at the end of Module 1 (Identification of the target group). Information registered in the **individual monitoring form** is still provisional at this stage, as contracts with support service providers have not yet been established.



What to do, how to do it?

All activities of this Module are strictly sequential and should be carried out step by step.



Step 1: Preparation of the orientation process

- As the evaluation and orientation of each individual participant takes time, and as there should be no slack period between the identification of project participants and the start of activities, evaluation and orientation should be done by several vocational counsellors simultaneously. Some parts of the evaluation and orientation should be done individually, others in small groups. **You therefore need to hire several counsellors.** Orientation is an iterative process, and usually requires a series of interviews and counselling sessions.
- **The professional and personal quality of these counsellors is of key importance.** Their profile requires psychological and pedagogical competency and at the same time knowledge about employment and labour market issues, a combination of competencies that may be difficult to find. Examine the possibility to make use of public employment services (or, as may exist, emergency public employment services⁵), or hire public employment service counsellors on a short-term basis. Given the nature of the activity and of the target group, involvement of counsellors with psychological training would be an advantage. Personal qualities of counsellors are important: for instance, gender-biased prejudices of counsellors may sabotage project efforts to orient girls towards non-traditional female jobs. If counsellors with the adequate profile are not available locally, examine the possibility of hiring counsellors from outside (e.g. regional capital). The crucial importance of the orientation phase for the whole reintegration process largely justifies the investment.
- Several project beneficiaries, probably the majority, will provisionally choose (or have to choose) self-employment options. Following modules will treat Entrepreneurship training (Module 4.3) and Follow-up on small-scale enterprises during start-up and consolidation (Module 5.1). As the identification of a business idea, which will be part of the vocational orientation process, is the first step of a coherent process leading from the identification of a business idea to the consolidation of the business, the person/agency in charge of the following steps should ideally also be involved in the orientation component for those wanting to start their business. This means that you should **start the identification and selection of the person/agency in charge of business training and follow-up** (in case you choose this option – see Module 5.1 that presents different options for follow-up) even before starting the orientation process and include this person in the panel of vocational orientation counsellors (for the timing of activities, see Annex II). Such counselling should include assessment of personality aspects as well as the economic feasibility of the business idea⁶.
- There is normally considerable pressure at this phase to start immediate action. Though such pressure is justified, it should not encourage you to botch the orientation phase. Time seemingly lost with orientation will pay off later. Experience shows that, whenever vocational orientation was carried out without competent counsellors and without allowing for the necessary time, only very few of the young persons effectively changed their initial project ideas, leaving the problem of incoherence between such project ideas, capacities and employment opportunities unsolved and leading to withdrawal and failure. In order to reduce the time until the start of actual activities, you should **start the orientation phase as early as possible.** Evaluation of project participants, for instance, should be done at the same time as

⁵ See Module 2 on Local economic and social assessment, institutional mapping.

⁶ The ILO Start and Improve Your Business programme (SIYB) described in module 4.3 has a special training component on “Generate Your Business Idea” (GYB) that provides relevant modules and tools to guide the orientation process.

the local economic and social assessment. Key data should then be available when needed for steps 3 and following.⁷

- **Provide counsellors with the necessary information** about a) the identification and selection of your target group, and b) the results of the ongoing social and economic assessment of the project area. Counsellors have to be familiar with information of both sides of the orientation process: on the young persons, and on the local economic and social reality.
- Provide **training on the specific needs and difficulties** of children formerly associated with armed forces and groups.
- Prepare **adequate budgetary resources**, including for contracts of counsellors, organization of a trades forum, visits to entrepreneurs, artisans and training institutions.



Step 2: Vocational evaluation of individual capacities and constraints

- Assure beneficiaries about the **confidentiality** of all information collected during the vocational evaluation.
- **Evaluate individual capacities of each participant.** Evaluation should be based on individual interviews and the data registered in the Individual beneficiary profile established during the identification process. In more complex cases, for instance with disabled beneficiaries, and when the local environment is appropriate, workplace trials may be considered. Vocational evaluation should include exploration of:
 - educational level;
 - prior vocational training;
 - prior work experience;
 - employable skills acquired before joining and within the armed forces and groups;
 - social skills;
 - personality;
 - physical abilities, impairments/disabilities.

Note that concerning personality: prior psychosocial reintegration services, provided by your agency or by other specialized agencies, should always be documented, joined to the individual beneficiary profile, and made available to the evaluators/counsellors. Although such information should always be treated with caution because of subjective bias, reports of persistent severe psychological trauma, or drug and alcohol addiction should be taken into account when examining vocational options. For example, personal characteristics like no-risk-taking, passivity, easy discouragement, or on the other hand over-confidence may not be appropriate for a self-employment career in the informal economy.

With regard to the last bullet point, vocational evaluation should also include exploration of physical abilities, impairments/disabilities. Creative adaptations of ordinary evaluation techniques, job or task try-outs, practice sessions and other situational means may be used to determine abilities along with interviews and assessment measures that will be used with non-disabled project participants. Assessments may be carried out by a vocational guidance officer or by a placement officer within the employment placement service. In some cases, medical reports may be part of the evaluation evidence. However, such information should only be provided with the free consent of the disabled person him/herself.

⁷ See the proposed sequencing of project activities in Annex II.

- **Explore individual constraints** that may influence the choice of training and employment options, like household charges, childcare obligations, or care for other family members (elderly, disabled persons).
- **Document the results of the evaluation.** As in the case of the information registered in the individual beneficiary profile (see Module 1 on Identification of the target group), you are responsible to ensure the confidentiality of the information collected through the evaluation process. For this reason, the results of the evaluation should not be registered in that form.



Step 3: Present local employment options

- **Organize visits or trade fairs** of as wide a range of local trades as possible for your target group. The presentation of local trades should be organized for all participants of the target group. You may organize trade fairs or visits of your target group to enterprises, self-employed artisans, and farmers. Trade fairs may be organized with other employment promotion projects, together with the local administration, or, if available, in the framework of a comprehensive local recovery/development programme. Visits to places where people actually work allows the participants to gain a concrete understanding of the content of production processes and working conditions, to ask questions about incomes, markets, entry conditions into the trade, etc. You may also invite economic actors to your project to discuss their work with the project participants.
- **Involve employers' and workers' organizations as well as organizations of artisans.** While individual employers or artisans know best about their business, employers' and workers' organizations and organizations of artisans may have more extensive knowledge about the general situation of given trades at the local level. Involvement of these organizations at an early stage is also essential to sensitize them on the economic reintegration needs of children formerly associated with armed forces and groups and on the prevention of recruitment and may open up opportunities that had not been considered before for this target group.
- **Visit early recovery programmes**, like Quick Impact Programmes (QIP) and other Employment-Intensive Investment Programmes (EIIPs) if available in your project area, and let the managers of these programmes present any available opportunities. When presenting opportunities within such a programme, explain the advantages they may have in terms of getting some income and work experience rapidly, but also explain that reintegration provided by the project aims at sustainable long-term employment and that participation in an early recovery programme will be considered as a transitional stage of the person's reintegration path.
- **Present jobs that are innovative and attractive to young people.** Innovative jobs may be jobs linked to new ITC technologies, jobs linked to the international aid community, or green jobs (solar energy, bio-gas) in rural areas. In some cases, production for export may even be a realistic option. However, such options should not be treated lightly, and their economic viability should be well tested. Present jobs that have the potential to provide status, power, voice, and participation in local decision-making.
- Presentation of opportunities should also contribute to understanding choices that will have to be made concerning the **status in employment**: what does it mean to be self-employed, to be in formal wage-employment, to be member of a cooperative, or to be in apprenticeship?
- The choice of a job normally implies the choice of corresponding vocational skills training. Presentation of employment opportunities should therefore be accompanied by a **presentation of the available vocational skills training options**, including informal apprenticeship.

- **Exclude hazardous work.** Certain economic sectors or types of jobs are hazardous by nature, but “hazardous” also refers to the conditions under which a job is carried out while it may not be hazardous by nature. If after identification of hazards the risks have been eliminated or reduced to an acceptable level, a job previously classified as hazardous may become an acceptable option (see Module 8.2 on Occupational safety and health and other working conditions, and Module 2 on Local economic and social environment assessment). At the present stage, jobs that by their very nature are hazardous should clearly be excluded.
- **Employment in agriculture and rural off-farm activities needs special attention.** The majority of children formerly associated with armed forces and groups comes from rural areas and has returned to rural areas. Module 2 on Local economic and social environment assessment has pointed out the special income generation and employment opportunities of the rural economy in post-conflict settings, the post-conflict opportunity for innovation in rural economies, and the macro-economic value of recovery based on rural development. However, children formerly associated with armed forces and groups have often been found to be unwilling to remain in rural communities. In some countries or regions, income earning opportunities in the rural economy may indeed be limited, but often reasons not to remain may be non-economic: boring village life, repressive social control, difficult social reintegration in the family and community after having been in the armed forces and groups, attraction of types of jobs that are not viable in the rural area, or simple attraction of city life. Lacking land ownership and land tenure rights may also be an issue, especially for girls.
- **When counselling project participants about employment and income earning opportunities in rural areas,** you should include the following:
 - Explain factors favouring economic growth and thus employment opportunities in rural areas in post-conflict settings (see arguments provided in Module 2).
 - Present innovative products and services, like fish-farming, solar-power, biogas, etc., even if these jobs do not yet exist in the area. These options may have been completely outside the young persons’ perception of rural life, and may make jobs, and village life, attractive to them. Explain the special advantage the project represents for them in facilitating access to such jobs through the provision of technical and managerial training, financial services, or support during installation.
 - Present the wide range of off-farm activities that become possible through increase in agricultural production, like processing of agricultural products, transportation of products to urban markets, repair of vehicles and tools, provision of communication services, etc. Present opportunities that have been identified; the orientation phase itself may encourage you to study in more detail the feasibility of such new, related activities, that may not even yet exist.
 - Present the rapid changes that are taking place in rural life through opening up of urban markets, new transport and communication facilities, new technologies, etc.
 - Present how new or better adapted technologies can free time of rural women and thus allow them to pursue economic activities.
 - Consider that the importance of non-economic factors in the choice or refusal of rural opportunities imparts a key role to you as an intermediary between the community and the young person. The success or failure of your mediation may determine whether a child formerly associated with an armed force or group will be accepted in a rural community, and want to take up an opportunity in the local economy or not.



Step 4: Explore expectations/projects of beneficiaries

- Following the presentation of employment options in step 3, the project should start exploring the expectations and project ideas of the beneficiaries. **This should be done in groups and may be supplemented by individual sessions, if necessary.** There is no confidentiality requirement concerning this part of the process. Group sessions may allow examination of proposals from different perspectives; young persons may be more open to arguments from peers than to those from counsellors and thus adapt more easily; groups of young persons may present options or arguments that had not been seen by the counsellors, and young persons may discover affinities that may lead to cooperative projects. Individual interviews should be held if requested by a young person, or considered necessary by the counsellor. Individual interviews should help to clarify choices between different options, and identify constraints and possible solutions to the constraints. Interviews might also be organized for groups that plan to create an association or cooperative.

Tool 1 may be used for exploring individual capacities, experiences and expectations. It is not intended for statistical exploitation or monitoring, but simply as a tool to provide the counsellor with the necessary information to organize his individual or group session with the person concerned. Items that already appear in the individual profile should not be repeated again. Formal interviews should be limited as far as possible. Counsellors may use Tool 1 not as a formal questionnaire, but as a guide through a semi-structured discussion. This applies both to the evaluation part and to the part relating to the exploration of expectations. While evaluations should be done individually, the presentation of opportunities and possibly exploration of expectations could be done in group sessions.



See Tool 1: Form to explore economic projects.

- **Counsellors should listen carefully to the expectations of the participants.** Counsellors should take expectations seriously, and not immediately impose their knowledge about the economic reality. Abandoning a project idea and accepting reality is painful and, as discussed above, needs time and recurrent discussion. In any case, nothing can be achieved without the free, inner acceptance of the choice by the young person; otherwise, the risk is high that he/she may abandon the reintegration process or even return to the armed forces and groups. The group sessions have to be conceived as a first step in an iterative process.
- Counsellors should test the young persons' **real knowledge** about their vocational project; tool 1 provides guidance on this.
- When, in the course of an interview, **girls** stick obviously to traditional female occupations, or to other low qualification and low-income options, counsellors should try to find out whether this corresponds to real expectations, to objective constraints or to "self-imposed" constraints, encourage them to discuss alternatives in order to widen the spectrum of options, talk about, or present if possible, non-traditional jobs done by other girls, propose solutions to objective or imagined constraints, talk to the family or the husband/companion to get their acceptance to a non-traditional vocational project, and explain the services the project is going to provide to the participants in general, and to girls in particular.
- Strengthen self-esteem of project **beneficiaries with disabilities**, when needed. Explain what other young people with disabilities are doing elsewhere (you, or/and the counsellor, should be informed about employment options for people with disabilities, if possible, one of the counsellors should have special training/ experience in vocational counselling of persons with disabilities), encourage alternatives, explain possibilities of workplace accommodation, assistive devices, accommodated training and other support the project is able to provide: the young persons with disabilities will be aware of a wider spectrum of options when visiting job fairs and employers.
- **Consider that the importance of non-economic factors** in decisions about employment opportunities for young persons with specific needs, like girls, or others living with disabilities or with HIV, imparts a key role to the implementing agency's intermediary role between the community and the young person (for more information see Module 10).



Step 5: Carry out, for each beneficiary, a preliminary check of coherence between: capabilities - constraints - initial project idea - realistic local opportunities - local support services

- At the end of the exploration of expectations and employment projects of the participants, register the outcome of all preceding steps in a simple **matrix** with the following five columns: capabilities – constraints - initial project idea - local opportunities - local support services. The matrix is a preliminary tool that will guide you through the following steps.
- Examine whether his/her capacities as evaluated under step 2 (education, skills, vocational training) **correspond** to his/her project, in taking into account skills training and other support services that might be provided by the project. Also consider relevant skills he/she might have acquired while being with the armed forces and groups.
- One of the basic decisions will probably be on **self-employment** (including membership in cooperatives), apprenticeship, and wage-employment options. Self-employment is not a suitable option for everybody, and such a decision should be supported by evidence from the assessment of personal characteristics, constraints and other factors.⁸
- Verify the **compatibility of his/her project with personal constraints**, (especially for girls) which may for example exclude a project requiring long-term training; but also examine how constraints might be reduced, for instance by access to grants, or adjustments of training conditions, timing, venue, etc.
- Discuss **alternative** options.
- Note all **incoherencies** that require a change of the initial project idea.
- Remember that "**realistic**" **opportunities** mean: opportunities that have been "allocated" to your project after coordination between all local employment promotion projects. Without such coordination on local level, existing opportunities may rapidly disappear because of saturation of the respective trades. Avoid excessive emphasis on one skill or trade (see Module 2).
- **Discuss the need to change the initial project idea** with the individual young persons concerned, without imposing alternatives at this stage. Make the young person understand that the final employment project will require compatibility of all five dimensions of the matrix. Discuss inconsistencies, possible alternatives and adaptations.



Step 6: Helping to match initial project ideas and economic reality in the final employment project for each participant

Matching project ideas and employment opportunities does not mean forcing unrealistic dreams to submit to hard reality. Your primary task has been to open up, widen and possibly correct the participants' perception of the local economy and its opportunities. The objective is not only to find realistic alternative solutions for those who had proposed a project idea that could not be matched with the local opportunities or with their capabilities and/or constraints, but also to provide a deeper understanding of the reality of chosen trades for others, and to open up perspectives for those who did not know yet what they wanted to do.

⁸ The ILO SIYB methodology includes a module assisting in clarifying choices between self-employment and wage-employment options. The module focuses on questions concerning the economic context, employments, rights and obligations of workers, seasonal work, employment niches, etc.

At the end of the orientation process, each participant of your project should have adopted a professional project that corresponds to his/her capacities, constraints, a realistic local employment and income generation opportunity, and the required locally available support services. At this final stage, there should be no compromise on economic viability of chosen projects. However, if economic viability is not at risk, options pursued by beneficiaries that were not part of the project's initial proposals should be accepted. This may for instance be the case in rural areas with young persons who, after all orientation and counselling efforts for jobs in the rural economy, still want to move away from the area. Remember that without the person's consent to the vocational choice, no reintegration is possible. Accept to explore realistic options in the urban economy of his/her choice. There are good examples of children who resisted choices in agricultural jobs that professional counsellors tried to impose, and who finally integrated with great success the modern urban jobs they wanted.

To arrive at this final outcome, the following activities may be necessary:

- After having registered the changes which occurred during the orientation and counselling process, check again the matrix described under step 4 and **identify all incoherencies** that may still remain.
- **Refine, if necessary**, the identification of opportunities and service providers to check the feasibility of choices that could not be matched with previously identified opportunities.
- Ensure that reinsertion projects in the provisional employment stage progress towards subsequent **sustainable reintegration services and employment projects**.
- **Negotiate changes** in choices, if projects are unfeasible.
- Once the employment options of your participants are determined, **coordinate again** with the other local employment promotion projects to check the compatibility of the total number of newcomers per trade to the local labour market with the estimated absorption capacity of the local labour and commodity market and with the capacities of local support services. Final rearrangements between projects may be operated at that moment.



Step 7: Draft the individual monitoring form and the Target group reintegration plan

- Tool 2 provides you a form which allows to follow the path of each beneficiary through the reintegration process by registering his/her progress throughout the duration of the project.



See Tool 2: Individual monitoring form.

- You may draft another tool which provides an overview of the individual employment projects, the chosen support services and service providers for all project participants, entitled the **Target group reintegration plan**.



See Tool 3: Target group reintegration plan.

Both documents are still provisional, as long as contracts with selected service providers are not yet established. They will be updated as the project proceeds.



Step 8: Synthesis Report

- **Write a synthesis report on the vocational evaluation and orientation process**, signed by the counsellors who participated in the exercise. All phases of the reintegration process should be documented for reporting purposes and for further learning from good practices. In the case of the evaluation and orientation phase, a written document may also be valuable in case results are contested later.



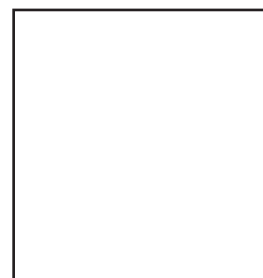
Tools (see full text in CD-ROM)

1. Form to explore economic projects
2. Individual monitoring form
3. Target group reintegration plan

Tool 1. Form to explore economic projects¹

Identification data

Name:



Part I. Education, work and experience

1. Did you receive any informal training such as at home, through family, friends or apprenticeships?
.....
- 2A (a)Years you spent in the army/armed group:
(b)Rank reached:
(c) .Type of work you carried out in the army (e.g. soldier, vehicle driver, cook, orderly/messenger, medical/paramedical, wife etc.)
- 2.B What training did you receive during your time in the armed force?.
3. What will you seek to do to earn a living after demobilization?.....
Salaried work
Join family business
Create a business (self-employed, micro-/small enterprise, cooperative)
School first
School combined with work
Other (specify):.....
4. What do you know about the reintegration programme?
.....
5. Will you need any assistance from this programme? Yes ☐ No ☐
6. Which activity of the programme do you like to benefit from?
.....
7. Can you indicate a second choice?
8. Can you give any reasons in support of your choice of activity?
.....

1 Adapted from: ILO-CRISIS: *Guidelines for the socio-economic reintegration of ex-combatants*, Geneva, 2009, pp. 90-94.



Part II. Employment - Salaried work

What job or occupation would you like to find?.....

What help do you think you to find and be recruited for those jobs?

Self-employment/micro-enterprise/small business

9. What work will you seek to do to earn a living after demobilization?
 Self-employed
 Family business
 Cooperative
 Other (specify):.....

10. What objective do you want to achieve by engaging in this type of business activity?

11. Did you engage in this type of business activity before joining the army?.....

12. Can you describe your ideas about this activity?

(a) Which products, goods or services do you propose to produce/provide?.....

(b) Where will you make/prepare them?

(c) Where will you sell them?

(d) Who else is making same/similar products?

(e) Why do you think your product will sell?

(f) What raw materials will you require?

(g) Where and how will you get them?

(h) How much time will you spend making/preparing the product?

(i) How much time will you spend selling it?.....

(j) What resources will you require?

(k) What assistance will you require to engage in this activity?

More schooling: Yes ☐ No ☐

Management/training: Yes ☐ No ☐

Skill training: Yes ☐ No ☐

Technical help: Yes ☐ No ☐

Toolkit: Yes ☐ No ☐

Credit: Yes ☐ No ☐

Marketing: Yes ☐ No ☐

Other (specify):

(l) If you take a loan, do you think you can repay it by the sale of the product? Yes ☐ No ☐

(m) What is the amount of loan you will need?.....

(n) How long do you think it will take you to repay it?

(o) How long do you think it will take for the activity to be come self-financing?

(p) What are the risks of the activity?

13 (a) How many hours a day are you available to work?

(b) Do you need any childcare facilities when you are working?

14. Any other remarks concerning your business activity?

Note: This is not an appraisal or feasibility form. The intention is to assess the individual in terms of: aptitude, motivation/determination, ability to understand/interpret the selected activity, and its related needs and risks.

Part III. Health and medical form

15. Are you suffering from any disease?.....
 (a) Yes ☐ No ☐
 (b) If yes, specify:.....
27. Are you taking any medication?.....
 (a) Yes ☐ No ☐
 (b) If yes, specify:.....
16. Do you have any disability? What assistance or support if any do you need in carrying out your daily activities?.....
 (a) Yes ☐ No ☐
 (b) If yes, specify:.....
17. Do you need any assistance as concerns your health status?
 (a) Yes ☐ No ☐
 (b) If yes, specify:.....
18. Do you use drugs?
 (a) Yes ☐ No ☐
 (b) What kind?
 (c) Since when are you using this? one month ☐ one year ☐ more than one year
19. Any other remarks concerning health:.....

Tool 2. Individual monitoring form²

Title of the project:

Name of the child:

Locality:

Identification number of the child:

CAAFAG? (Yes/No):

Date of entry in the project:

Date of exit from the project:

If out of the project, indicate the reasons:

			Jan.	Feb.	Mar.	Apr.	May	Jun.	Jul.	Aug.	Sep.	Oct.	Nov.	Dec.
1. Situation in relation to education/ vocational skills training														
1.1	Currently in professional orientation	Year 1												
		Year 2												
1.2	Currently in informal basic education	Year 1												
		Year 2												
	Participation rate (%)	Year 1												
		Year 2												
	Did he/she complete the courses with success? (yes/non)	Year 1												
		Year 2												
1.3	Field of vocational training	Year 1												
		Year 2												
	Type/length of the training: short, medium, long	Year 1												
		Year 2												
	Currently in vocational training	Year 1												
		Year 2												
	Participation rate (%)	Year 1												
		Year 2												
	Did he/she complete the training with success? (yes/no)	Year 1												
		Year 2												

² Adapted from an ILO-IPEC project

			Jan.	Feb.	Mar.	Apr.	May	Jun.	Jul.	Aug.	Sep.	Oct.	Nov.	Dec.
1.4	Internship (after the training) in the formal/non formal sector?	Year 1												
		Year 2												
	Currently in internship	Year 1												
		Year 2												
	Participation rate (%)	Year 1												
		Year 2												
	Did he/she complete the internship with success? (yes/no)	Year 1												
		Year 2												
1.5	Field of the non formal apprenticeship with a master craftsperson	Year 1												
		Year 2												
	Currently in non formal apprenticeship	Year 1												
		Year 2												
	Participation rate (%)	Year 1												
		Year 2												
	Did he/she complete the apprenticeship with success? (yes/no)	Year 1												
		Year 2												
1.6	Currently in management training	Year 1												
		Year 2												
	Did he/she complete the management training with success? (yes/no)	Year 1												
		Year 2												
2. Situation in relation to the employment														
2.1	Currently employed by an employer	Year 1												
		Year 2												
	Participation rate (%)	Year 1												
		Year 2												
	Sector/field	Year 1												
		Year 2												
	Contribution of the AP to the salary paid by the employer to the child	Year 1												
		Year 2												
	Monitoring (follow up) by the implementingagency	Year 1												
		Year 2												



			Jan.	Feb.	Mar.	Apr.	May	Jun.	Jul.	Aug.	Sep.	Oct.	Nov.	Dec.
2.2	Currently creating/ managing an individual micro business	Year 1												
		Year 2												
	Sector/field	Year 1												
		Year 2												
	Monitoring (follow up) by the implementing agency	Year 1												
		Year 2												
2.3	Currently member of a cooperative/ association	Year 1												
		Year 2												
	Participation rate (%)	Year 1												
		Year 2												
	Sector/field	Year 1												
		Year 2												
	Monitoring (follow up) by the implementing agency	Year 1												
		Year 2												
3. Additional services provided by other partners														
3.1	Food	Year 1												
		Year 2												
3.2	School equipment	Year 1												
		Year 2												
3.3	Micro- credit support	Year 1												
		Year 2												
3.4	Psycho- social support	Year 1												
		Year 2												
3.5	HIV/AIDS assistance	Year 1												
		Year 2												
3.6	Medical and/or vocational rehabilitation services	Year 1												
		Year 2												
3.7	Other health services	Year 1												
		Year 2												
3.8	Legal assistance	Year 1												
		Year 2												
3.9	Clothing support	Year 1												
		Year 2												

VOCATIONAL ORIENTATION AND COUNSELLING



Module 4

Training for economic empowerment

Module 4.1

Training for economic empowerment

4.1 Vocational skills training

The present module will:

- highlight the importance of linking vocational skills training to post-training support services and employment;
- explain how to assess training needs and local training supply;
- present relevant training options;
- provide step-by-step guidance on what to do in order to set up the vocational skills training component of the project;
- highlight the relevance of informal apprenticeship and rural community-based approaches for reintegration projects;
- provide guidance on the inclusion of participants with specific needs in vocational skills training;
- indicate how to coordinate vocational skills training with informal basic education, life-skills, and entrepreneurship training.



What to consider?

1. Linking skills training to income generation and post-training support services

The ultimate goal of economic reintegration is employment

All components of the economic reintegration process, including vocational skills training, are oriented towards the goal of employment.¹

This seems evident, but it is not. There has been much misuse of skills training in reintegration programmes for children formerly associated with armed forces and groups. Skills training have even sometimes started in transitional orientation centres, before it was known where these children would finally settle down. As a result, skills training had to start all over again in the receiving communities, provoking frustration and mistrust. It is still not rare to find skills training programmes used simply to keep these children occupied. Transitional centres might carry out vocational evaluations or informal education (literacy and numeric skills training), which is useful to avoid delays in the subsequent economic reintegration process, but they should not carry out vocational skills training.

¹ Employment, used here as a generic term, includes the whole range from income generating activities to livelihoods, self-employment and formal sector wage employment (see Annex I: Concepts).

The starting point is the individual employment project adopted at the end of the vocational orientation phase

To keep your project's skills training component linked to employment, the present module starts from the individual employment projects adopted by each young person at the end of the vocational orientation phase. These individual projects were based on the initial assessment of local employment and income generating opportunities. Individual employment projects may already be well articulated, including precise proposals for training and other support services, but generally are not, as the orientation phase is not intended to decide about detailed steps to attain the employment objective. The task is now to move from the employment projects to the detailed articulation of the steps required to reach the objective, and to their implementation.

2. Coordinating training at the local level

It is necessary to coordinate with other local employment promotion projects to avoid saturation of training output per trade and to maintain optimum use of local training capacities

Module 2 on the assessment of the local economic and social environment stresses the importance of coordination at the local level. This principle guided the distribution of identified employment opportunities between local employment promotion projects and the search for innovative products and jobs. It also applies to the distribution of local vocational skills training opportunities. If the training output per trade and per project does not correspond to the agreed allocation of employment opportunities, local markets for employment and income generation opportunities will again be thrown off balance. Coordination of training options also helps to maintain optimum use of local training capacities.

Such local coordination should not be treated as a mechanical exercise. It requires a high degree of flexibility, as many variables are based on some uncertainty and evolving change. Coordination should in fact be an ongoing process.

Wherever comprehensive area-based development programmes are in place or are being implemented, priority should clearly be given to inclusion into such programmes. Module 2 on local economic and social assessment and coordination provides guidance on how to proceed to become part of a comprehensive area-based development programme, and how to run the project within such a framework.

In the absence of a comprehensive local development programme, your project should take the initiative to set up a local coordination mechanism, covering the whole range of individual employment projects, utilization of local skills, training facilities and post-training support services.

3. Assessing training needs and training supply

The focus of the training planning phase should be the selection of training providers and the design of concrete training paths for each participant

Planning the vocational skills training phase requires two different types of assessment: the assessment of training needs and the assessment of the local training supply. Both types of assessments have already been carried out on a general level in Modules 2 and 3. The institutional mapping exercise has provided information on locally available training facilities; the vocational orientation phase has identified employment projects and globally corresponding training needs. The present phase requires contacting training providers, negotiating conditions, setting selection criteria, selecting training providers, and planning concrete training paths for each of the project's participants.

The different steps to be considered are presented in detail in the "What to do, how to do it?" section of this module.

Results from the training planning exercise need to be inserted in the **individual monitoring forms**.

At the end of the training needs assessment and training planning exercise, the **individual monitoring forms**, drafted at the end of the orientation phase, should contain detailed, though still provisional, information on the chosen skills training option, including items like duration, place, and provider, eventually to be completed by informal basic education, literacy and life skills training (see Module 4.2). They should also contain the necessary information on planned post-training support services which are important to carry out. They could include financial and non-financial business development services, assistance in self-employment and wage-employment (see following modules), together with planning for skills training. The lack of provision and coordination of these services may prevent skills training from reaching its ultimate goal which is employment, and even ruin the reintegration process altogether, causing frustration, and possible re-recruitment.

4. Selecting training options

Different training provision modalities need to be taken into consideration

The institutional mapping exercise has identified training providers and training provision modalities of different types. They can all be adapted to different contexts (rural-urban, formal-informal economy), but have structural strengths and weaknesses. A mix of the following types is probably represented in your project area:

- Public sector formal Vocational Training Centres (VTCs).
- Formal VTCs run by NGOs.
- Formal apprenticeships in modern sector enterprises.
- Non-formal training provided by NGOs.
- Informal traditional apprenticeship training.
- Community-Based Training (CBT) programmes in rural areas.
- Outreach training for rural areas provided on a mobile basis by VTCs, specialized public agencies, or NGOs.

The following section presents these options according to their suitability for the reintegration project. The selection of training options requires the examination of advantages and disadvantages of each of these options in relation to training needs and project context. Furthermore, setting criteria to ensure minimum standards of training and ensuring that the training does not suffer from lack of quality and recognition are important steps in this process.

The urban-rural dimension is of key importance when choosing the training modality for your project

The difference between urban and rural settings is one of the key dimensions to consider when choosing training options. The main problem for skills training in isolated rural areas is the geographical dispersion over wide areas of children formerly associated with armed forces and groups. Given the specific difficulties in organizing skills training for these children and youth in remote rural areas, you may be confronted with a difficult choice between efficiency and equity. Efficiency considerations may lead rather to select those living in urban areas, whereas equity considerations demand to include those living in remote rural areas on an equal basis. Training approaches like CBT or mobile/outreach training may help to make more equitable choices.

Of course, the preliminary question should be whether children and youth formerly associated with armed forces and groups want to stay and be integrated into the rural economy. Expectations seem to be mitigated in this respect. Many of these young persons do not want to resettle in rural areas;

often even parents do not want their children to become farmers like themselves. The reasons for migration from rural areas are not only economic, but also social: escaping the social control of village societies; boredom of village life; or rejection of children and youth formerly associated with armed forces and groups. The vocational orientation exercise has dealt with these questions. The conclusion was that, if at the end of a thorough orientation process, a young person insists on migrating away from his/her rural area, you should probably accept his/her choice and plan for the best possible integration in the chosen urban area (see Module 3 on Vocational orientation).

There are, however, good reasons to sensitize young persons on reintegration opportunities provided by the rural economy. Research indicates that in post-conflict situations, agriculture and agriculture-related activities (processing and commercialization of agricultural products) have a potential for generating high income. Furthermore, the present food crisis seems to finally attract the attention of donors and international organizations to the agricultural sector of developing countries, after many years of total neglect. It can be reasonably expected that employment and income generating activities in agriculture and related activities will continue to have a high potential after the immediate post-conflict phase. Reintegration projects for children and youth formerly associated with armed forces and groups should take advantage of these short-term (post-crisis) as well longer-term potentials of agriculture. Reintegration in rural areas would also contribute to reduce (at least not reinforce) rural-urban migration, which is one of the main problems of most low-income countries. Other arguments in favour of reintegration in rural areas have been presented in Module 3 when describing the vocational orientation process.

The urban-rural dimension is thus of key importance for the choice of the training modality for your project. The following presentation is organized along these lines. Informal apprenticeship occupies a special position within the spectrum of choices. It is adapted to urban and rural settings and it combines different aspects of training: practice and theory, technical and entrepreneurial, in an original way. It is therefore treated in some detail.

4.1 Formal Sector Vocational Training Centres (VTCs)

VTCs can make good partners provided appropriate conditions are negotiated and that they have not been too adversely affected by conflict

Traditionally, the strength of public formal sector VTCs has been found in the quality of the training provided. However, for several reasons, training centres tend to get separated from their social and economic environment and need to be reconnected by constant reform efforts. This is particularly true for VTCs in many developing countries. With growing institutionalization, training structures tend to reproduce what they are used to offer, and get cut off from the reality of the demand. Reasons include institutional inertia, the lack of contacts with the world of work, financial constraints, ageing equipment, inadequate and standardized curricula, and stereotyped training for girls. Often they lag behind social evolution and lack recognition by the political agenda. This is not always the case, but it is important to be aware of these factors when choosing the training providers you are going to work with.

In post-conflict settings, VTCs may have been severely degraded, their equipment destroyed, their trainers may have been killed, forced to migrate or they may have lost motivation.

Furthermore, the utility of VTCs for training of the project target group may be limited by entry requirements in terms of educational level, duration of training (often several years), cost of training and location of the training centre, generally in urban centres. However, experience shows that many of the ordinary conditions established by VTCs are in fact negotiable. The section “What to do, how to do it?” provides guidance on such negotiations. Once appropriate

conditions are negotiated, public sector VTCs have proved excellent training partners in several reintegration projects for children formerly associated with armed forces and groups, and other conflict-affected children.

VTCs run by NGOs are generally more flexible with regard to all factors mentioned above but the quality of their training varies widely. Given their direct links to donors, in crisis situations, VTCs run by international or national NGOs may survive in better condition than public VTCs. Although capacity building of public services should be an objective of any economic reintegration project, NGO-run training programmes, centre-based or non-formal, are often the most easily available training providers in post-conflict areas.

4.2 Community-Based Training (CBT) approaches in rural areas

CBT is one of the approaches which has been developed to overcome the constraint of rural areas

It is clear that VTCs, except in very rare cases, cannot function in rural areas (exceptions have been found where some formal enterprises, such as the garment or electronics industries, have been located in rural areas because of lower wages). In general, therefore VTCs only play a minimal role for training in rural areas.

Some NGOs run efficient small training centres in rural areas for income generating activities both in agriculture and rural off-farm activities. Many of them are church-run, like Don Bosco. Where they exist, they are a precious training option for the reintegration project. However, they are rare and cannot be considered as a general option for skills training in rural areas.

Two main approaches have been developed to overcome the constraint of rural areas: mobile or outreach approaches, based on the principle that, if people cannot come to training, training has to go where people live; and community-based training (CBT) approaches.

CBT integrates skills training into a comprehensive economic and social empowerment framework

CBT approaches are based on the understanding that the constraints facing vocational skills training for the poor in rural (and also many urban) areas in fact lie outside the domain of skills training itself. CBT, therefore, breaks traditional sector frontiers by integrating skills training into a comprehensive economic and social empowerment framework which comprises: identification of employment and income generating opportunities, skills training, post-training support services, follow-up during start-up and consolidation of employment. The similarities to the local economic recovery and development (LER/LED) approaches are evident (see Module 2 and the conceptual framework chapter). CBT still focuses on skills development, but as an integral component of economic empowerment, inseparably supported by other components including entrepreneurial skills provision, access to financial and non-financial business development services (BDS), counselling, and coaching during installation and consolidation of economic activities.

There are specific advantages of CBT for the reintegration of children and youth formerly associated with armed forces and groups. These programmes, based on community involvement, are a powerful means to prepare (re)acceptance of these young persons by the community and to sensitize the community on the prevention of recruitment, for instance by integrating sensitization activities into ordinary training and support activities. CBT also responds particularly well to the specific constraints faced by girls and women, such as restrictions on mobility, childcare constraints, household chores, and so on.

The ILO Training for Rural Empowerment (TREE) programme is one of the most elaborate CBT programmes

ILO has been implementing CBT programmes for many years and in many countries across the world. One of the most elaborate CBT programmes is the Training for Rural Empowerment (TREE) programme, first implemented in the Autonomous Region in Muslim Mindanao (ARMM) in the Philippines in 2002, and in Pakistan. Mindanao is a region with longstanding civil conflict, where the reintegration of demobilized soldiers and former rebels, among other marginalized groups, such as women, disenfranchised youth and persons with disabilities, has been an explicit objective of TREE. The fact that TREE originated in Mindanao makes it particularly relevant for post-conflict recovery in rural areas and reintegration projects for children and youth formerly associated with armed forces and groups. Mindanao shares many features with other (post-)conflict regions in poor countries: low level of educational preparation of the poor rural target groups; low level of investments in the countryside; limited access and availability of appropriate micro-credit programmes; massive inflow of international and national aid into the country after the peace agreement, but without notable influence on the living conditions of poor people in rural areas, thus causing continued insecurity and armed movements, etc. The TREE programme came to the conclusion that there was a need for a new approach to rural development and economic empowerment in order to solve the poverty problem in Mindanao and to address the profound reasons of armed militancy.

TREE, like LER/LED, is a comprehensive programme, starting with institutional arrangements and planning at national, regional and local levels. It involves many partners from different sectoral fields (e.g. business training, micro-finance, agriculture and social affairs), trained in the TREE approach, who apply the methodology and contribute their special sectoral services to the comprehensive programme, with well defined operational packages and tools. Similarly to the strategy with regard to LER/LED, your task is not to develop a TREE or similar community-based programme, but to integrate your project activities into such programmes, where they exist. Consequently, the presentation of TREE in the context of this Guide does not intend to provide guidance on how to implement such a programme, which is largely beyond the means, the mandate and the time constraints of your project. The intention is to provide a global understanding of what rural community-based approaches are, how they function, what they are able to achieve, and to encourage you to join



See Tool 1: Introduction to the TREE methodology.

4.3 Mobile and outreach training approaches in isolated rural areas

Outreach training is based on the interaction between the rural community and the outreach training provider on a given task

Mobile training, conceived initially as a method to bring standard training developed by VTCs to rural areas, proved difficult to organize and expensive in terms of investment and in terms of operation. However, methodologies developed to provide specific, short-term training which is tailored to specific needs of a given rural area in order to improve a given production technology or the quality of a specific product, and to stimulate diversification/innovation of products, have proved very successful. Such outreach training is not based on standard training courses, but on the interaction between the rural community and the outreach training provider on a given task. It may complement and improve locally available training supply, such as informal apprenticeship or non-formal training run by NGOs.

Box 4.1.1 shows an example of how CBT training works, together with outreach input provided by the agricultural extension service located in the regional capital.

Box 4.1.1**Example of outreach training**

In *Yunnan* province of China, the Agriculture Bureau of the target counties developed income activities based on discussion with villagers, evaluation of their land, and an analysis of available markets, market prices and market access by villagers. The assessment included an analysis of the soil to establish its potential for a variety of cash crops, the agriculture and animal husbandry skills and knowledge of the villagers, and possible options for improving both the skills base and the possible new crops and animals that could be grown and raised in the community. It was found that target communities were mostly poor and living in remote mountain villages with difficult road access, therefore skills training needed to be based on self-employment and agricultural activities.

How, then, to identify the most appropriate cash crops and/or animal husbandry? This was done through discussions with target communities, market study, followed by community-based skills training on cash crops suitable for local development.

The Agriculture Bureau carried out a local Rapid Market Appraisal to determine the kind of crops being sold and their value in order to assess which possibilities were on offer. Based on this information, the Agriculture Extension Officer returned to the village with a tailored proposal for discussion with villagers on the best alternatives to increase income opportunities in the community. Once these were agreed upon, the training materials were developed or existing materials adapted as appropriate.

In the past, skills training for villagers had been organized in centres far from the community, which sometimes did not provide appropriate training. Villagers attending these classes often returned home unable to apply the newly acquired skills or were frustrated by the lack of means available for them to be put to use. In addition, little support was available in the form of follow-up. In the TICW project the Agriculture Bureau developed and tailored existing materials to the needs of the agricultural communities, then held the training inside the village with as little theory as possible and a maximum of hands-on, practical application.

Source: ILO/IPEC/TICW: Start with what you have and where you are. Skills training for self-employment, SELL-9, p. 2.

**Economic
reintegration
projects ought
to take the risk
of saturation of
local markets
very seriously
especially in the
context of
limited rural
markets**

Improvement of production technology, product quality, and innovation of products helps to avoid saturating local markets by diversifying local products and by opening local production to regional, national or even export markets. Outreach training has the advantage that it expands the range of employment and income generation opportunities for your target group in rural areas. It opens the door for more attractive activities through innovation in agriculture as well as in off-farm crafts that may retain young people in the rural area.

In rural areas outreach training facilities provide reintegration opportunities without being blocked by the issue of land ownership.

As indicated in Module 3 on Vocational orientation, access to land is a critical issue for reinsertion/reintegration of these children and youth in agriculture; this is true for boys, but even more so for girls. Changing profound rural traditions such as those ruling gender and landownership certainly goes beyond the scope of your project. But, while CBT may ease conflict over land and access of girls to land tenure, outreach training facilities allow access of the young persons to self-employment in rural off-farm livelihood activities, not necessarily agriculture-related, and thus provide reintegration opportunities in rural areas without being blocked by the issue of land ownership.

4.4 Formal and informal apprenticeship training

Apprenticeship is the transmission of skills from an experienced worker to a young learner in an enterprise; it can be formal or informal

The term apprenticeship designates two different realities: formal enterprise-based training and informal traditional apprenticeship. Apprenticeship means the transmission of skills from an experienced worker to a young learner in an enterprise, based on an apprenticeship agreement, which confers certain rights and obligations to both master craftspersons and apprentices. While formal apprenticeship is regulated by formal laws and regulations such as training acts, informal apprenticeship is regulated by social norms, customs and traditions. Formal apprenticeship usually takes place in large enterprises in the formal sector, while informal apprenticeship can mostly be found in micro- and small enterprises in the informal economy. Both modalities share several important advantages for economic reintegration of children and youth formerly associated with armed forces and groups, and other conflict-affected children. In the first place, they allow for a smooth transition from training to employment, often within the same enterprise. For informal apprenticeship, the most common path for graduated apprentices is to become self-employed or form cooperatives. In formal apprenticeship, wage employment is more common. For target groups of reintegration projects, wage employment opportunities are rare, and apprenticeships have proved to be the only effective way in obtaining it.

Furthermore, formal and informal apprenticeships share the fact that training and real production are closely linked. What is taught depends on what is actually produced and apprentices receive their training almost exclusively by working on actual commercial assignments and contracts. They learn by observing the techniques of older, more experienced workers, asking questions, imitating them and participating in work routines to the extent that they are competent. Technical and entrepreneurial skills training, customer service and work attitudes are integrated into the apprenticeship and apprentices learn in real enterprise situations a range of management and organizational skills, such as costing a product or service, or negotiating with customers and suppliers.

In a post-conflict setting, formal apprenticeships opportunities are rare, but should be promoted whenever possible

Formal apprenticeships may be difficult to arrange in post-conflict settings because of the lack of formal enterprises. However, whenever possible, such formal apprenticeships should be promoted, not only because of the real value of the apprenticeship, but also because of its symbolic value. The simple presence in a well-known formal local enterprise of an apprentice who has been associated with an armed force or group when he/she was a child may be as effective to sensitize local communities on the issue of reintegration and prevention as any sensitization campaign. As in many other areas, the advocacy and facilitation capacity of the implementing agency is of key importance for gaining access to formal apprenticeships for these young persons.

Experience shows that it may be useful to supplement formal apprenticeships with additional training to provide some theoretical background to the practical aspect of the apprenticeship. Such supplementary training may be provided by training centres or specialized NGOs. It has also proved useful to introduce an initiation phase into the apprenticeship programme allowing apprentices to get familiar with the technology used by the enterprise or with client-relations or to acquire some behavioural standards as necessary prerequisites for the working environment of the training enterprise, for instance in the hotel or restaurant sector. The benefit of supplementary training is, of course, not limited to formal apprenticeships.

Informal apprenticeship is the prevailing means of skills acquisition in most developing countries

Informal apprenticeship, in the classical sense of traditional apprenticeship training, is the dominant and universal feature of socio-economic systems of most developing countries. According to reports from Africa as well as Asia, informal apprenticeship accounts for about 80-90 per cent of all ongoing vocational training in urban or semi-urban settings. All other types of vocational skills training represent only a minimal fraction compared to informal apprenticeship. As the dominant way of skills acquisition in most developing countries, informal apprenticeship is necessarily of key interest for the training of your target group. Typical features of informal traditional apprenticeships include: training for traditional crafts as well as for more modern, technical trades such as automobile, radio or computer repair; they are to be found wherever a small business owner is willing, often for a fee, to teach a skill or trade that is in demand; entry is usually open to anyone, which is an advantage for your target group, however traditional gender patterns, ethnic or clan identity might on the contrary limit equal access; the training period varies in length, depending on the technical difficulty of the trade and how quickly apprentices master the body of skills; in some cases, a written contract, stating the master's obligation to train the apprentice in exchange for a fee and work by the apprentice, is drawn up for the apprentice's family; the apprenticeship usually ends when the master decides that the apprentice is sufficiently competent. In some countries, graduation ceremonies mark the end of apprenticeship.

Informal apprenticeships present key advantages for skills training of your target group

Key advantages of informal apprenticeships for skills training of your target group are the following:

- No formal entry requirements as regards educational level.
- Limited training costs (apprenticeship fees). In some countries, apprentices do not pay for the training they receive and the master craftspersons even provide them with shelter/accommodation, free meals and pocket money. However, some of those who are not paying in cash for training usually have to commit themselves for a certain period of time or contribute towards the purchase of some materials. Note that the absence of fees for informal apprenticeship and the provision of accommodation and meals alleviate one of the main obstacles to the integration of children formerly associated with armed forces and groups into informal apprenticeship.
- Informal apprenticeship is adapted to post-conflict-contexts where formal training structures and enterprises may have been destroyed, as it is essentially a small-scale enterprise practice.
- Informal apprenticeship has high institutional sustainability because it is rooted in customs, social norms and cultural traditions of the community.
- The reintegration project has considerable possibilities to contribute to improving certain aspects of the apprenticeship.
- In many countries, artisans are well organized. Associations of artisans are involved in skills training (some associations have developed their own apprenticeships programmes and are involved in standardizing training content and recognition of certificates). They are a good leverage point for promoting occupational safety and health (OSH) issues, financial services, cooperatives, sensitization on HIV and AIDS, social dialogue, voice and empowerment (see following modules).
- Because of the relative intimacy with the apprentice, the master craftsperson can become a positive role model for the young apprentice². This is important in order to ease the transfer from a military role to a positive civilian one, and the family of the master craftsperson may even become a new family for these children (for instance when lodging and meals are offered).

2 On the importance of this factor, see UN: Inter-Agency working Group on DDR, *Integrated Disarmament, Demobilization and Reintegration Standards (IDDRS)*, Module 5.20 "Youth and DDR", 2006.

Some specific weaknesses of informal apprenticeships need to be addressed in the design of the training

While these advantages make informal apprenticeship an attractive option for skills training of your target group, you should be well aware of some of the following specific weaknesses of the model and introduce appropriate safeguards into the design of the training:

- In some regions, growing un- and underemployment and informal economy expansion have perverted informal apprenticeship. While it is true that informal apprenticeship contributes to solve urgent employment problems by providing youth with skills for productive self-employment, and even for wage employment, it is also true that being an apprentice has in many cases become just another word for being un- or underemployed; contents and duration of apprenticeships have become vague, transitions from the status of apprentice to that of employee sometimes even disappear altogether. Informal apprenticeship can become a simple form of exploitation of cheap or free labour. Many working children in the urban informal economy are in fact classified as apprentices.
- While entry-conditions may be minimal in terms of educational level, there may be strong social restrictions; entry into informal apprenticeship traditionally depends on family and clan relations between master craftspersons and the apprentice's family. Informal apprenticeship is not accessible to everybody, including boys, as usually assumed. The very poor and those without kin linkages may have limited access. Social customs can restrict access of girls and minorities to certain, often more profitable, trades.
- What is an evident strength of the apprenticeship, namely learning by working on actual commercial assignments and contracts may also become its weakness: limited business volume of the master means necessarily limited training capacity.
- Limited capacity of apprenticeship to raise the level of technology in informal economy production; masters mostly pass on their skills and knowledge to apprentices; they rarely create new knowledge. Apprentices learn enough for economic survival but not enough to improve productivity significantly. Informal apprenticeship lacks theoretical content.
- Informal apprenticeship is largely untouched by minimum wage legislation, labour codes and respect of OSH and other working condition requirements.
- There is usually strong gender specificity/bias in an informal apprenticeship.
- Informal apprenticeship suffers from a poor image owing to the fact that it is seen by many as a last resort. Perception seems to vary with social position: ILO research indicates that among highly educated decision-makers, the reputation of informal apprenticeship was low. Master craftspersons and apprentices, however, opted for apprenticeship largely out of positive motivations.
- Informal apprenticeship requires improvement of basic education including literacy and numeric skills, for the master craftspersons as well as for apprentices, so as to improve skills acquisition.
- Informal apprenticeship requires skills upgrading for masters, equipping them with teaching skills, calculation, measurement, reading of drawings and training on new equipment not available in their workshops and business skills.
- Informal apprenticeship requires evaluation and certification of skills obtained.

- Informal apprenticeship needs to be extended through post training support arrangements including marketing or access to credit.

The following section, “What to do, how to do it?” provides guidance on how some of these issues may be addressed in the design of the training component of the project. When you plan informal apprenticeship as a training option for your target group you need to consider the effect it will have on the local apprenticeship system through a careful analysis. You do not want to disrupt the traditional system and spoil the incentives for master craftspersons and youth to participate in it.

5. Training for reinsertion and reintegration: A phased approach

The first phase of training should be conceived as a foundation on which further training can build, so that it is not lost and allows progressive improvement of employment

As indicated in Module 2, the assessment of local (self-) employment and income generating opportunities is a complex exercise. The assessment of opportunities is an iterative process, and results must be updated permanently. Remember that opportunities evaluated in the assessment phase, and consequently, the individual employment projects chosen at the end of the orientation process, are not as solid as they may seem.

However, what seems to be a risk may also be an opening: it allows the training plan to be flexible which is necessary to take advantage of immediate post-conflict opportunities without closing the door on future more productive, more sustainable and more decent employment. Access to emergency post-conflict opportunities produces quick results and may solve the subsistence problem during training, which often also means subsistence of the young person’s family. Opportunities linked to emergency programmes may be found in labour-intensive programmes or in employment options linked to the presence of international aid agencies, and will normally have been identified during the assessment exercise. Such emergency post-conflict opportunities should be seized, but they are usually unsustainable. For skills training, this means that there is a need for short-term training to access immediate opportunities, but that such short-term training should not be the end of the process. Such training should only be the foundation for more and better training which would target more sustainable, productive and decent jobs in a second phase. Phased training responds to the constraint of early income earning and aims not to trap the beneficiaries in unsustainable low-income activities. In other words: it opens the way from reinsertion to reintegration. Experience shows that such a strategy may be particularly important for girls.

Devising phased skills training strategies is a difficult exercise, as it implies dealing with several uncertainties. The important point is to conceive the first phase of training as a foundation on which further training can build, so that it is not lost and allows progressive improvement of employment. In this respect, multi-skilling approaches have proved promising. It is also important to plan in a strategic way: the phased approach should be built into the individual training plan right from the start; and the different phases should blend over time and be mutually supportive. Planning for the subsequent phases should not be left to a later stage.

A phased approach to training also raises the question of the duration of the training. Obviously, the integration of project participants into emergency employment creation programmes will only require short-term training, lasting from a couple of weeks to about three months. Training for medium- to long-term reintegration may require vocational skills training lasting up to nine months or a year. Informal apprenticeships usually last more than a year. It is difficult to provide general standards for the duration of training. However, the

project should provide several types of training, including short-term, medium-term, long-term, and informal apprenticeship training options.³

The “What to do, how to do it?” section of this module will provide guidance on how to make use of the training modalities mentioned above. It will indicate how to take into account main crosscutting issues like inclusion of gender and disability, the need to assure subsistence and health during training, as well as the monitoring and evaluation of the training process.

Finally, it should be noted that, while following vocational skills training, most trainees will also follow informal basic education and life skills training, and all of them will follow entrepreneurship training. As all these training components may take place at different places, last different lengths of time and concern different groups of young persons, the training phase puts high demand on the implementing agency’s capacity of coordination.

3 The ILO-IPEC project operated in the Central African context with short-term training options up to three months, medium-term from three to six months, and long-term training from six to nine months, which proved adequate to the local needs.



What to do, how to do it?

1. Maintaining a phased approach to training, leading from reinsertion to reintegration

Throughout the Guide, emphasis is placed on the need to provide for the transition from immediate post-conflict reinsertion to long-term reintegration. Providing for such a transition is particularly difficult, as it does not simply mean to provide for a second phase after reinsertion, but to provide for reintegration within the reinsertion phase itself. Long-term reintegration determines the components and modalities of the provision of reinsertion itself. Though putting into practice a phased approach is difficult, it should be the guiding principle for all sectoral aspects throughout the reinsertion/reintegration project. The following modalities should be applied for skills training.

- Right from the start **include in all short-term training plans options for a second phase** of skills training, related to a more sustainable and productive employment option in the medium and long run. The first training cycle, designed to access immediate employment and income generation opportunities, should provide a useful basis for the second training cycle and thus should not be lost for the reintegration phase. The transition from emergency labour-intensive programmes in immediate post-crisis to labour-intensive development programmes is an example of such a phased approach. The important role of technical as well as management training is one of the key aspects that differentiate both types of programmes (cf. Module 9 on Integration into Employment-intensive investment programmes).
- Even if trainees are constrained to short-term training for jobs with low qualifications in the immediate post-conflict context, **explore second step training in innovative jobs**, including jobs in information and communication technology (ICT), green jobs and so on, that are attractive to young people, especially children and youth formerly associated with armed forces and groups (see above and Module 3).
- Provide, when possible, **multi-skilling** which has proved an efficient strategy to adapt to uncertain post-conflict situations, but also to phased skills training, in order to maintain adaptability in view of more productive and decent jobs.
- It is the implementing agency's task to **facilitate access of the target group to improved training opportunities** which become locally available during the transition between stabilization and development (quantity and quality, infrastructure construction and/or rehabilitation, structural and capacity building, training of trainers, new equipment, qualification frameworks, and curricula).
- With improved training opportunities and improved economic conditions (possibly through insertion activities), training may become an **economic service to be paid for**. Consider moving gradually to skills training (and other) services as economic inputs.

2. Step by step: Setting up the vocational skills training component



Step 1: Ensure local coordination

There is an absolute need to establish a coordination mechanism of all local public and private skills training providers in order to regulate output in numbers of trainees per trade in relation to local absorption capacity. Training too many people in a limited number of skills in limited areas leads to fierce competition, falling incomes, pressure to migrate, high mortality of micro-enterprises and finally to failure of reintegration.

Module 2 on Local economic and social environment assessment and coordination has drawn your attention to the key role of comprehensive area-based development programmes in post-conflict recovery, indicated the need to operate within the framework of such a programme, if it exists in your project area, and provided advice on how to join and to coordinate action with the other partners of the programme. The indications presented in detail at the beginning of the “What to do, how to do it?” section of Module 2 concerning access to and coordination within such a programme are relevant for all modules, and in particular for the present module on skills training.

- Thus, before starting to develop the actual skills training strategy, **explore the existence of a comprehensive area-based development programme** in your project area (for instance a LER/LED, or a CBT programme, or other similar programmes, even if less elaborate). If this is the case, coordinate all following activities of this module within its framework.
- If such a comprehensive programme does not exist, you should actively **promote the creation of a coordination mechanism** adapted to the situation of your project area. In post-conflict emergency situations, coordination and regulation is often not the first worry of incoming NGOs and international organizations, and the desire “to do good” without considering coordination requirements may have negative consequences. It may be beyond the reach of your project to establish a formal coordination mechanism between your training partner(s) and other local training providers, but informal coordination may already exist and should be strengthened. When looking for a coordinated approach to training options within the local area:
 - Do not limit options to traditional occupations, but ensure consideration of the diversity of skills, within the limits of the absorption capacity of your local area. Note that the concept of local absorption capacity is not an easy one, as it depends on changes along many variables, including the provision of training itself.
 - Explore training for innovative products: innovation also helps to render skills and employment attractive to youth, which may be especially important for the project’s target group.



Step 2: Assess training needs, training supply and training access

- Define for each young person their training needs **in relation to the chosen project**, starting from their educational and skills profile.
- Define for each participant their **needs for informal basic education and life skills training** that they need in order to take part in the vocational training (for details, see 4.2).
- Assess training needs of project participants with **disabilities**. The basic principle is to provide access for disabled participants to ordinary training facilities, whenever possible. Experience shows that often with minor accommodations, inclusion into ordinary training programmes is possible.
- Assess locally available skills training services relevant for the identified training needs. Consider as wide a range of training services and training delivery modalities as possible. Involve employers’ and workers’ organizations as well as informal economy associations in the **assessment of local training providers**.

In most countries, vocational skills training policy is a tripartite issue. The social partners may have detailed knowledge of real training capacities. Involve employers’ and workers’ organizations and informal economy associations in all the following activities, as appropriate. Their involvement will facilitate linkages to the private sector, for instance through apprenticeships in formal enterprises. Such linkages to the private sector may be difficult to establish in post-conflict situations, but have proved very successful in some projects.

- Establish criteria to ensure that the **minimum standards** of training are present and that the training does not suffer from lack of quality and recognition.



See Tool 2: SWOT analysis of training providers.

- When **assessing the adequacy of the available training supply** in relation to your training needs, ask the following questions:
 - Does the training content correspond to the actual demands of the project (trades, linkage to local labour market)?
 - Is the training methodology adequate for the target group?
 - What are the entry requirements in terms of educational level? Do they correspond to the educational level of the project's target group?
 - Is the location of the training facility accessible to the target group?
 - What are the training costs?
 - What is the training duration (weeks, months, years)? Is this duration compatible with the project's general reintegration plan?
 - Is the training timetable compatible with the constraints of the target group?
 - Is the training provider's equipment adequate?
 - What are the qualification, experience, and motivation of the trainers?
 - Does the training take into account specific needs of girl trainees?
 - Is the training accessible to the project's children and youth with disabilities?
 - Does the training structure provide officially recognized end of training certificates?

Many of the above issues may in fact be negotiable with the training provider.

- Discuss the option of **training courses specially adapted** to the needs of your target group, for instance medium or long-term training concentrated on a shorter period, or the design of special training packages for your target group to be added to ordinary training.
- If an otherwise suitable training provider does not provide training in a given trade, discuss the possibility to assist (financially and/or technically) in the introduction of **new training courses** for that trade.
- **Discuss the option of quota** for children and youth formerly associated with armed forces and groups (be aware of possible negative effects of such an option).
- Examine the possibility to organize **part-time training** in ordinary training facilities outside ordinary training hours (only to advocate for supplementary, catch-up training). Negotiation of such options applies to formal training institutions like VTCs as well as to informal training providers, such as specialized NGOs. For informal apprenticeship training, see the section below.
- Acceptance of children and youth formerly associated with armed forces and groups and negotiation of special conditions cannot be taken for granted and requires affirmative action. You should **sensitize training providers** (and their hierarchy, for instance local authorities in charge of technical and vocational education and training (TVET)) on the reintegration needs of these young persons as well as on the issue of recruitment of children.



Step 3: Select training providers

- **Always start with your training needs.** Never start with the offer of existing training providers, which will lead you on the track of what they have to offer, but may drive you away from what you need
- **Match** assessed training conditions of available training services (entry requirements, duration, cost, venue, training delivery modalities, etc.) with the situation of the prospective trainees. To do so, you can draft a matrix which would match training needs of each trainee with the training services/providers with whom negotiations for concrete collaboration have been positive, taking into account constraints on duration and costs.
- Besides training quality and recognition, the following **project-specific criteria** at least should be taken into consideration for selection:
 - Selection should provide for a range of different training providers and training provision modalities.
 - Discussion on the above-mentioned proposals should have reached positive results with the selected training providers.
 - Selected training providers should have presented detailed training programmes.
 - They should make (or be willing to make) adequate provision for participation of girls and of trainees with disabilities.
 - They should accept monitoring of the training process and progress by your project.
 - They should be able to provide officially recognized training certificates at the end of the training.
- **Select training providers** for collaboration with your project.
- Ensure effective consideration of specific needs of **girls** in the selected skills training programme.
- Ensure inclusion on equal conditions and consideration of the specific needs of trainees with **disabilities**; sensitize training providers on disability issues.
- Ensure the availability of **adequate project resources** for all vocational skills training programmes.
- **Sign** skills training contracts.



Step 4: Refine the training phase of the initial reintegration plan

- On the basis of the contracts which have been concluded, **complete and refine** for each trainee the part of his/her **individual monitoring form** which deals with skills training and post-training support services. The individual monitoring files, established at the end of the orientation phase, were based on general knowledge about locally available skills training and other support services. They remained necessarily provisional. At the present stage, a precise reintegration plan is being established for each participant, indicating the chosen type of service, the identified service provider, duration of each service and the planned sequential order of services, starting with vocational skills training. The training plans should now be sufficiently detailed to allow for effective monitoring of process and progress.
- **Include detailed planning for complementary post-training support services** into the **individual monitoring forms**, including management training, access to financial and non-financial BDS, and support during installation and consolidation of the employment or income generation activity.

- Training plans might have to be **modified**, or services made available in the meantime if necessary post-training support services are not available.



Step 5: Ensure implementation of vocational skills training

- **Define a detailed training programme with each training provider**, indicating expected training results at fixed moments of the training process. If appropriate examine past training programmes implemented by the provider. If no alternative is available, consider reinforcing the capacities of the training provider or contribute to developing or buying training material.
- Establish **written contracts** with all involved training providers for each trainee, clearly stipulating conditions that have been negotiated, including duration, expected results, and cost.
- Plan, as far as possible, for the **inclusion of several progressive skills training phases** into the reintegration programme, especially for short-term training plans and for girls, in order to take advantage of emergency opportunities during insertion, but also allow for later change to decent employment and sustainable integration (see above).
- Ensure that in all skills training programmes, including informal apprenticeships, programmes on **basic labour rights**, especially child labour are included (see Module 2 on Local economic and social assessment and Module 8.2 on Occupational safety and health and other working conditions).
- Organize (either by providing yourself, or subcontracting) **training of training providers**, including master craftspeople, on the following issues:
 - Working with children and youth formerly associated with armed forces and groups (social and psychological issues, pedagogical skills).
 - Basic labour rights, i.e. the Fundamental Rights and Rights at Work core conventions, including Conventions No. 182, 138, and Convention No. 111.
 - Basic elements of OSH.
 - Disability at the Workplace.
 - HIV and AIDS and the ILO code of practice on HIV/AIDS and the world of work.
- Participate, if feasible, in the **selection of the trainers** and give preference to those with specific profiles to work with your target group. Not all trainers are capable or willing to work with children and youth formerly associated with armed forces and groups. Experience has highlighted the importance of identification with positive role models for psychosocial reintegration of children and youth. Skills trainers, through daily contact with the trainee over longer periods, are in a favourable position to be/become positive role models, if they are able to understand youth. This is particularly true for master craftspeople.
- Training is an excellent occasion for **sensitization on the prevention of recruitment**. Activities of this module should always be considered under both the reintegration and the prevention aspects.
- **Coordinate** vocational skills training with the provision of informal basic education and life skills training (see Module 4.2), as well as entrepreneurship training (see Module 4.3). Negotiate on timing, content, venue, etc. with informal basic education and life skills providers and the agency in charge of entrepreneurship training. Harmonizing different constraints for different groups during the same project period will be extremely demanding for the implementing agency's coordination capacity.

Gender-responsive vocational skills training

Gender-responsive vocational skills training has to (i) provide for specific needs/constraints of girls, (ii) take into consideration possibly lower educational profiles compared to boys, (iii) take advantage of the window for change provided by post-conflict situations, and (iv) provide a voice to girls in matters of training choices and training provision.

Specific needs/constraints of girls are in particular (or may be according to cultural norms): the need to care for their children, for siblings, elderly or disabled members of the family, household chores, culturally imposed reduced mobility and culturally imposed reduced access to certain types of training/employment.

- Ensure that **childcare facilities** are provided at the training place, which may include the possibility for young mothers to bring their children to the training place, organize a crèche, arrange training hours to allow mothers to feed their babies, etc.
- Arrange **training hours** to allow girl trainees to combine household chores with training.
- Organize training at **places near** to where trainees live.
- Provide **security and sanitary facilities** for girl trainees at the training place.
- Adapt **complementary informal basic education** to gender-specific differences in educational profile and needs (see Module 4.2).
- Encourage girls to look for other than traditional female skills (see Module 3 on Vocational orientation); **review training courses** accordingly.
- **Encourage girls to express themselves** on training choices, training delivery modalities and training content.
- **Contact local women's organizations**, who may be well informed about the local situation, in order to obtain guidance and support on all preceding matters. General orientations on gender equality and gender-responsiveness of project activities are provided in Module 10.1 on Girls and Women. Please refer to it for more details.

Disability-responsive vocational skills training

- Define and **negotiate with training providers** the availability of reasonable accommodation of training places, as necessary, such as ramps for wheelchair access and simple adaptations of tools and training posts. Accessibility of training includes physical accessibility, communicational accessibility and accessibility of training tools, like training texts in Braille, sign language interpretation, using large print and securing hearing aids, etc. In conflict-affected poor countries, some of these access-facilitating tools may not be available. If a young person has become deaf or blind as a result of conflict, he or she may not yet have learned sign language or Braille. Illiteracy or low literacy of disabled young persons may constitute an accessibility problem.
- Coordinate inclusive skills training with **complementary education and training** for those disabled trainees who need educational accommodations or training in specialized institutions like schools for deaf and blind children.
- **Identify structures for specific rehabilitation services**, like Vocational Rehabilitation Centres, for the needs of disabled participants that cannot be satisfied in an inclusive/integrated manner, and negotiate access of disabled participants to these structures.
- Coordinate with local authorities (for instance local representations of the Ministry of Health or Ministry of Social Affairs) or specialized NGOs (like Handicap International) for the **provision of technical aids and appliances**, including wheelchairs, crutches, white canes, Braillewriters, etc.

- **Provide training of trainers** on disability issues.
- **Include local disabled persons' organizations** in the planning and implementation of questions on disability. General orientations for inclusion of young persons with disabilities into your programme are given in Module 10.2 on Children and youth with disabilities. Please refer to it for more details.



See Tool 3: Application of training methods to people with different types of disabilities.

Subsistence during training

- **Ensure a solution to the problem of economic subsistence** during training for project participants. Economic subsistence may not only concern the trainees themselves but also their family. Research in Central Africa showed a high proportion of children and youth formerly associated with armed forces and groups, boys and girls, with family responsibilities.

The issue has proved to be complex. There are undoubtedly many of these young persons who will have no means to provide for their living expenses during training, and affordability of training is a real issue. This problem has to be solved by the project; otherwise there is a high risk of withdrawal. Girls, especially, are often under pressure to earn a living rapidly because of child care and family responsibilities and often turn to short-term, low-quality training and employment, a discrimination that could have been avoided if means for subsistence had been available. On the other hand, project experience often shows that request for food or clothing was not really justified and pushed the project back into the charity dimension, instead of opening the way for economic reasoning, considering training as an economic service, which, in the long run, should be paid for. The issue also needs critical consideration under the aspect of equity with other trainees/apprentices. Privileged treatment of project participants would certainly create a feeling of injustice and rejection. It is therefore necessary to critically examine requests for food and other items during training.

The following means should be considered to assure economic subsistence during training, if necessary:

- Try to obtain a **“Food for Training”** contract with the World Food Programme (WFP) or relevant NGOs. Negotiations with WFP country offices should start early, as requests have to be included in the annual planning exercise. In some countries, WFP has quota for ex-combatants, which may be accessible to your project.
- Organize training hours/days so as to **allow trainees to pursue income generation activities parallel to training.**
- Negotiate the **participation of the trainee in the result of sales.**
- In informal apprenticeship, **negotiate provision of food, lodging, or pocket money by the master craftsperson**, if compatible with local practice.

Economic subsistence during training raises another issue: the support, or at least consent, of the family and/or husband/wife/companion to the participation of the young person in the training programme. Families/companions may prefer the trainee to work, provide some income or participate in the family enterprise, or, as is often the case for girls, to stay at home to do household chores, or care for siblings, elderly or disabled family members. Participation in training may be regarded as a privilege (in fact it is) and as a reward for having participated in violence. If families have to provide for subsistence of the young person during training, consent and support may be very difficult to obtain, especially, as mentioned above, for girls. There is no general solution to this problem. You should explore options like those suggested above, but you should in any case, where the problem exists, communicate with the family and indicate possible long-term benefits for the whole family through the participation of the young person in the training programme. As

indicated in Module 1 (Identification of target group), family support or at least consent might be considered right from the start as a selection criterion for participation of conflict-affected children in the project.



Step 6: Monitor vocational skills training

- **Monitor and evaluate the skills training process and performance.** Reporting conditions and measurable indicators for the progress of training (what competencies should be acquired at which moment of the training process) should be clearly indicated in the service contract, as well as the conditions for cancellation of the contract. The training provider might be unwilling to let you monitor his programme beyond written reports. However, it is vital that you, as the project-implementing agency responsible for the overall reintegration process, keep authority over the entire monitoring and evaluation (M&E) process in order to be able to take adaptive measures and to learn from experience for further skills training programmes. Modalities should be clearly stipulated in the service contract. Experience shows that monitoring based on written reports is not enough. Monitoring by the implementing agency should include regular field visits. Such field visits should also serve to monitor respect of basic OSH norms at the training place. Examine how to involve trainees in the monitoring and evaluation process.

3. CBT/mobile/outreach training and informal apprenticeship training: Two skills training modalities with particular relevance for reintegration projects

3.1 Skills training in remote rural areas: CBT and mobile/outreach training

The main problem for skills training in isolated rural areas is the geographical dispersion over wide areas of children and youth formerly associated with armed forces and groups. CBT programmes and mobile or outreach training have accumulated much knowledge about what can be done to improve skills provision in remote rural areas, related to agriculture as well as to off-farm activities.

- You should **become part of a CBT programme** if it exists in your project area. Modalities are similar to those explained for integrating your project into other comprehensive area-based programmes, like LER/LED programmes (cf. Module 2 on Local economic and social assessment).
- More than in urban areas with their wide range of different training facilities, **identification of rural employment opportunities has to be coupled with identification of existing training facilities** or those that could reasonably be made available by the project. At present, concrete training plans should be established with selected providers, contracts signed and programmes implemented. These steps are not different from those described above.

Agriculture, fishing, forestry, cattle-raising

- **Select and collaborate with local agents who have skills, knowledge and training capacity in agriculture, such as:**
 - Local small agricultural training centres.
 - Farmers' associations.

- Agricultural extension services.
 - Local NGOs.
 - If available, agricultural technical cooperation projects.
- **Identify**, with the assistance of these partners, **training options** for innovative, but realistic agricultural activities, like fish-farming or biogas production.
- If local competency exists in these areas, **contract** such partners for training.
- **If not, identify competent agents in other areas** (for instance regional capital) and negotiate contracts for short-term training in the local community. Such competent agents may be international or national NGOs specialized in new agricultural technologies and technology transfer, cooperatives with experience in these areas, agricultural extension services, or agricultural training centres.
- Note that economic integration in subsistence agriculture is linked to the question of **land ownership and land tenure rights**. In some cases, land may be provided by the beneficiary's family. The beneficiary's installation grant may be used (in part) for renting land over a given period. In this case, the agricultural activity should be able to provide sufficient surplus to allow for renewal of the arrangement after the end of the project. Note that traditional customs may exclude girls and women from land tenure. In all these cases, the implementing agency has a critical role to play as facilitator and intermediary between the community and the young person.
- Beneficiaries may have chosen to set up **agricultural, fishing, forestry or cattle raising cooperatives**. Select appropriate training providers with technical competency and understanding of cooperative principles and procedures. Training or mentoring by existing cooperatives may be an option. Consult agricultural extension services and local authorities in charge of cooperatives (cf. Module 5.2 on Cooperatives).
- Rural areas may also provide employment in export-oriented agricultural enterprises or production. Training is normally done on-the-job. However, such undertakings are known for high safety and health hazards. **Risks should be carefully evaluated** (cf. Module 8.2 on OSH and other working conditions).

Rural off-farm activities

- The following agents capable of providing training in rural off-farm activities have normally been identified during the social and economic assessment phase. **Select and collaborate with selected training partners:**
- Local small training centres run by NGOs.
 - Master craftspersons.
 - Associations of artisans.
 - If available, technical cooperation projects providing technical support in agriculture-related non-agricultural trades.
 - Providers of mobile and outreach type of training brought into the rural community by agencies based in urban centres, to improve local production technologies and product quality.
- Identify, with the assistance of these partners, **training options for identified innovative activities and products**, e.g. solar-power, or biogas. **Box 4.1.2** below provides examples of some non-traditional rural non-agricultural activities.

- If it is necessary and financially feasible, organize mobile or outreach-type training provided by **agencies from outside the rural area**. Select agencies with experience in this training modality and establish contracts. Such training should:
 - target a specific training need for the (innovative) activity or product chosen by the beneficiaries, and may thus complement locally available training, e.g. informal apprenticeship or non-formal training already provided by a local NGO;
 - be short-term, possibly based on modules that can be provided in different periods over time that are compatible with the beneficiaries' constraints (other training, business activity);
 - be open to other young persons of the community.

The community-centred approach may encourage you to consider contributing to the improvement of skills training services in the community, for instance by contributing to the rehabilitation of training centres, equipment, teacher training, etc. However, two points should be kept in mind: 1) investment in upgrading community training capacity is expensive and may easily consume (too) large a part of your budget, and 2) experience shows that the relationship between your investment in the improvement of community training services (or others) and your main objective of reintegrating children and youth formerly associated with armed forces and groups is often not easily perceived by communities, and the counterpart expected from the community, acceptance of the young persons, may not be obtained.

Box 4.1.2**Non-traditional rural non-agricultural activities in Asia****Agriculture-related activities:**

- Non-traditional fruits and vegetables (mushroom growing)
- Animal husbandry and small rodents (poultry, frogs, snails)
- Beekeeping
- Horticulture (mushrooms, flowers)
- Tree nurseries
- Shrimp farming
- Fishponds

Resource-based activities:

- Increased processing of agricultural products and fruits
- Processing seafood products
- Natural fertilizers (compost)
- Fodder for cattle, feed for poultry
- Decorations of (semi-precious) stones, shells, etc.

Linked with increasing incomes:

- Bakeries and especially pastries
- Food catering
- Ice cream and dairy products (yoghurt)
- Weaning food
- Beauty salons (hairdressing and cosmetology)
- Toys
- Various forms of entertainment (video screenings)
- Specialized products (baby clothes, loudspeaker boxes, etc.)

Linked with improved housing:

- Concrete and, in some cases, adobe blocks, cement roof tiles, etc.
- House decoration (dried flowers, Christmas decorations, etc.)
- Electric wiring
- Repair of household appliances

Note: obviously the innovative characteristic of non-agricultural activities depends foremost on existing consumption patterns. Whereas bakeries may be new in one context, it could be more conventional in others.

Source: ILO TICW-project: Non-formal education and rural skills training: tools to combat the WFCL including trafficking, p. 42.

3.2 Training through informal apprenticeship

Informal apprenticeship represents a model in miniature of comprehensive economic empowerment through training. This section, therefore, combines all relevant aspects, even though some of them may already have been described under preceding headings. It is expected that those who look for guidance on what to do in informal apprenticeship may find here the principal aspects presented together under one single heading.

- **Analyse the local informal apprenticeship system** to understand the customs, rules and traditions that underlie the system.
- **Select master craftspersons following some basic criteria:**
 - Volume of business; do not select artisans with poor economic activity, as this means poor training possibilities.
 - Membership in an Artisans' Association.
 - Record of prior successful training of other apprentices.
 - Respect of OSH and other working conditions.
 - Readiness to accept monitoring of training process and progress by the project.
 - Provision of an officially recognized end of apprenticeship certificate (Chamber of Commerce, Artisans' Association). You may negotiate the delivery of such a certificate for all other apprentices, too.
- **Negotiate the terms of the apprenticeship:**
 - Insist on a written contract.
 - Fix the amount and modalities of apprenticeship fees.
 - Fix the duration of the apprenticeship.
 - Clearly fix the end date of the apprenticeship contract to avoid unnecessary duration or informal transition to unpaid or poorly paid employee status.
 - Define together a global skills acquisition programme based on what the master craftspersons usually provide.
 - Fix payment of the apprentice (fix, percentage of sales), if any, according to usual practice.
 - Define the working conditions.
 - Fix the services to be provided by the master craftsperson apart from training (lodging, meals, pocket money), according to usual practice.
 - Insist on the respect of minimum labour standards, including OSH standards.
 - Insist on the introduction of OSH issues in the apprenticeship training (information/training to be provided by the project or other local agencies with competencies in this field).
 - Pay particular attention to obtaining apprenticeships for girls in non-traditional apprenticeships, according to the chosen training plan.
 - Pay particular attention to obtaining apprenticeships for young persons with disabilities; negotiate necessary simple workplace accommodations (tools, accessibility) for disabled apprentices; negotiate specific arrangements for a combination of training components that may have to be provided in Vocational Rehabilitation Centres with the apprenticeship training.
 - Insist on an end of apprenticeship certificate. In post-conflict situations, recognition of certificates by official authorities is difficult to obtain even for VTCs. For end of

apprenticeship certificates, at least recognition by relevant associations of artisans or Chamber of Commerce should be sought. Master craftspersons may see an advantage in extending it to other apprentices, too. Promotion of such a generalized practice may be one of the contributions of your project to the improvement of the informal apprenticeship practice.

- Insist that the apprentice has access to professional associations of artisans or apprentices.

➤ **Offer incentives** (each item is to be checked against available means and suitability):

- Payment of apprenticeship fees.
- Provision of contracts for the master craftsperson in reconstruction projects (if you have the possibility).
- Participation of the master craftsperson in non-formal education (together with apprentices).
- Participation in management training (marketing, etc.).
- Assistance of the project in developing training plans for apprentices, if requested by the master craftsperson.
- Provision of tools and/or training material.
- Contacts to formal sector enterprises (if you have the possibility).
- Information about existing financial services, including micro-insurance, based on the project's experience, and eventually facilitation of access of the master craftsperson to such services.
- Information on OSH, and HIV and AIDS.
- Assistance to training of apprentices with disabilities through specialized agencies (e.g. vocational rehabilitation centre or specialists, teachers from special schools for deaf and blind children).

➤ **Provide training to master craftspersons on:**

- Specific aspects of training children and youth formerly associated with armed forces and groups (psychosocial profiles, expectations to provide positive role models for identification).
- Improvement of the master craftsperson's training skills.
- Innovative technologies.
- Basic labour standards.
- Occupational safety and health matters, HIV and AIDS.
- Child labour, association of children with armed forces and groups, prevention of recruitment of children.

➤ **Verify that the means of economic subsistence** of the apprentice and eventually his family (of origin or his own family) is ensured during the apprenticeship. If this is not the case:

- Try to establish a Food for Training contract with the World Food Programme (WFP) or NGOs.
- Negotiate financial participation of the apprentice in the result of sold products, if in line with local practice.
- Negotiate food, lodging, and pocket money, according to local practice.

- **Provide a toolkit from project funds at the start** of the apprenticeship, and not, as is often the case, at the end. Tools will wear during training, but will greatly increase acceptance of the young person by the master craftsperson, as the lack of tools is often a main reason for refusal to take apprentices or for inefficiency of apprenticeships.
- **Look for possibilities to combine** apprenticeship training at the workplace with institutional training (dual system).
- Ensure, if appropriate, that **associations of artisans** are involved in the training, as leverage points to improve OSH issues; set up informal financial services, cooperatives, and sensitization on HIV and AIDS. Associations of master craftspersons can offer a framework for social dialogue, voice, and empowerment.
- **Monitor and evaluate the apprenticeship**
 - Verify the integration of the apprentice in the business and discuss progress of his/her skills (possibly by professionals). This should be done in a delicate way, as master craftspersons usually don't appreciate to be controlled from the outside.
 - Verify the award of an end of apprenticeship certificate officially recognized by professional associations, for instance by the Chamber of Commerce.
 - If, at the end of the apprenticeship, the apprentice remains with the master craftsperson, ensure the formalization of the transition from the status of apprentice to that of an employee by the establishment of a new employment contract.
- **The regularity of participation of the trainees** in the respective vocational skill training programmes should be followed up through registration in the **individual monitoring form**, which will have been drafted at the end of the vocational orientation phase (see Module 3).



Tools (see full text in CD-ROM)

1. Introduction to the TREE methodology
2. SWOT analysis of training providers
3. Application of training methods to people with different types of disabilities

Tool 1. Introduction to the TREE methodology¹

The Training for Rural Economic Empowerment (TREE) is a programme developed by the Skills and Employability Department of the ILO and conceptualized under the principles of community-based training. It promotes income generation and local development, emphasizing the role of skills and knowledge for creating new economic and employment opportunities for the poor, the underemployed, the unemployed, informal economy workers and the otherwise disadvantaged, towards sustained economic activities.

The TREE methodology consists of a set of processes, which are distinct but coherently linked, to guide the articulation of local development initiatives and the identification and implementation of income generation opportunities. Starting with institutional arrangements and planning among partner organizations at the national and local levels, these processes aim to systematically identify employment and income-generating opportunities at the community/local level; design and deliver appropriate training programmes; and provide the necessary post-training support, for example, access to markets.

This Manual has been developed for those implementing TREE and consists of eight volumes in two parts. Part I comprises Volumes I to VI. Volume I summarizes the different processes of TREE; Volume II discusses details of institutional organization and planning; Volume III presents the systematic identification of potential economic opportunities and an assessment of training needs prior to designing any training programme; Volume IV covers training design, organization and delivery; Volume V discusses the needed post-training support to ensure that training carried out leads to employment; and Volume VI covers monitoring, evaluation and documentation. Part II comprises Volumes VII and VIII. Volume VII presents strategies to apply for a gender-responsive TREE and Volume VIII is about including people with disabilities in the TREE programme.

1. Description of TREE

Training for Rural Economic Empowerment (TREE) is a methodology for promoting the economic empowerment of the rural poor. Empowerment can be described as the process of building capacities to exercise control over one's life. TREE emphasizes the crucial role of skills and knowledge in creating new economic and employment opportunities for the poor, the underemployed, the unemployed and the otherwise disadvantaged. There are diverse groups within the population who can benefit and these include women and men with HIV/AIDS (Human Immunodeficiency Virus/Acquired Immune Deficiency Syndrome), with disabilities, those coming from ethnic minorities and others. TREE draws on a range of ILO expertise and experiences.

TREE seeks to empower the rural poor by:

- helping them to increase their ability to effectively use their knowledge and skills in the environment where they live and work;
- providing them with additional skills and other support needed to increase incomes and productivity, and to improve living conditions;
- providing communities with opportunities to contribute to and benefit from collective action and develop on their own.

TREE is a development approach that ensures poor women and men gain a resource they will never lose that is skills and knowledge that they can apply to improve their incomes and take a more active role in shaping their communities. Local development approaches and gender are strongly mainstreamed into the TREE programme and therefore contributes to women and men's empowerment.

1 From ILO: *Rural skills training: A generic manual on training for rural economic empowerment (TREE)*, Geneva, 2009, pp.19-25.



A multi-level approach

Ideally TREE addresses three levels of intervention, the macro, meso and micro levels:

- TREE is based on the identification of employment and income-generating opportunities at the micro level. Matching skills training to economic demand is considered important, but not enough. It is fully recognized that women need a lot of extra support, for example, they may need complementary literacy skills or confidence building to enable them to access wage- or self-employment.
- The design and delivery of appropriate training programmes takes place at the meso level through training centres or other training providers. For this to occur, the strong commitment of partners is essential, with capacity building for partners in development issues. The provision of post-training support, including micro-credit, technical assistance and market information is also vital to sustain income-generating activities.
- At the macro level, a wider enabling environment is required for community-based development initiatives. For instance, the TREE project in Pakistan had a strong emphasis on the endorsement of the skills-development methodology at the national and provincial policy level. The approach taken by the project was put forward as an alternative model of vocational training to create employment.

The advantage of viewing TREE through a macro-meso-micro lens and recognizing linkages and interdependence between each level, is that it becomes easier to diagnose at what level bottlenecks occur. Part of the process of change would involve raising the problems, even if such problems cannot be solved in the short term. Gender-equality issues need to be taken into account at all three levels.

2. Rationale for TREE

TREE differs from conventional vocational training programmes.

The approach differs from conventional vocational training programmes in three main ways:

- by identifying potential income generating opportunities and related training needs **before** designing corresponding training programmes;
- by involving the **local community and social partners** in identifying development opportunities and constraints and helping to drive forward programme implementation;
- by facilitating the necessary **post-training support**, including guidance in the use of production technologies, facilitating access to credit and other financial services, helping the formation of rural support groups and associations, etc. to ensure that women and men can initiate and sustain income-generating activities, and raise productivity in trade areas for which training was provided.

The methodology consists of a set of processes that guide the identification and implementation of income-generation opportunities and their articulation to local development initiatives (**see Box 1**). Starting with institutional organization and planning, these processes aim at systematically identifying employment and income-generation opportunities at the local level; designing and delivering appropriate training programmes and post-training support; gender mainstreaming to launch and sustain wage- and self-employment; and micro-enterprises. Although these processes are inter-dependent they need not be applied in too linear a manner. For instance, there is a need to renew the identification of economic opportunities as the economic environment changes.

3. Governance, processes, activities and tools

Process 1: Institutional organization and planning

This process consists of assessing the scope of the programme, including the selection of target groups and geographical areas, establishing an appropriate local and national governance system that is able to effectively implement programmes and strategies, and mobilizing and empowering local partners.

Major activities:

- orientation of stakeholders and potential partners on the TREE methodology;

- establishing a TREE programme implementing/management unit, defining roles and functions of staff;
- undertaking consultation and planning processes (workplans, log-frames, financial plans, planning workshops, elaboration and adaptation of tools);
- selecting programme areas and target groups;
- identification and selection of implementing partners;
- conducting situational analysis, including local economic development strategies and plans, gender analysis, initial assessment of needs, including those with disabilities, those with HIV/AIDS, ethnic groups etc.;
- establishing institutional linkages and networks with social partners, public and private sector actors;
- creating institutional framework and arrangements at national and local levels, including advisory committees;
- defining governance structure, including roles and functions of a host agency, other organizations involved, flow of information and decision making;
- arranging for capacity building of implementing partners.

Sample tools related to this process:

- main contents of a TREE programme;
- suggested terms of reference for the staff of a TREE management team;
- suggested criteria for selecting the communities;
- suggested topics for discussion with potential partner organizations
- criteria for selecting partner organizations.

Process 2: Identification of economic opportunities and training needs assessment

Working closely with the local partners, this process involves preparing community profiles and baseline information, identifying employment and income-earning opportunities and development needs and constraints, providing innovative ideas for new business and employment opportunities, undertaking feasibility studies concerning potential economic activities and undertaking corresponding training needs assessments.

Major Activities:

- collecting and analysing information on national and local development plans, and assessments of labour-market demand in various economic sectors;
- undertaking community mobilization and assessment of employment, economic and other income-generating opportunities;
- undertaking feasibility studies for the economic activities that have been identified;
- identifying specific training (technical skills, entrepreneurial, small enterprise management, etc.) and post-training support needs;
- preparing relevant training proposals.

Sample tools related to this process:

- community profile survey;
- consumer demand survey;
- market opportunities survey;



- suggested terms of reference for consumer demand survey, market opportunity surveys and feasibility study;
- feasibility study form and examples;
- training needs assessment form;
- training needs assessment form for people with disabilities;
- training proposal form.

Process 3: Training design, organization and delivery

This process involves designing training programmes suited to the needs of men and women in a target group, selection and training of instructors, including gender, disability and diversity sensitization, preparation of training plans, selecting trainees, developing and providing the required training materials, supplies, tools and equipment, identification of the training venue, delivery of the training, evaluation of trainees and training monitoring. Training programmes could also include entrepreneurial development and core work-skills training.

Major activities:

- identification of training providers, trainers/instructors, training venue;
- preparation of the training course plan;
- training of trainers, including gender, disability and diversity sensitization;
- development of curriculum/syllabus and training materials, ensuring their gender sensitivity and coordination of other diverse and disabled members of the target group;
- training course promotion;
- selection of trainees, based on established criteria;
- training venue and, if needed, specific arrangements for women trainees;
- finalization of training plan and budget, procurement of equipment;
- training delivery, quality assurance, training testing and certification;
- monitoring and evaluation of training implementation.

Sample tools related to this process:

- training guide for courses;
- training course form;
- terms of reference for training instructors and basic instruction techniques;
- trainer's guide on how to prepare skills training syllabus;
- sample form for skills-training curriculum/syllabus;
- registration form for skills training beneficiary;
- training progress report;
- end of training report;
- graduation report.

Process 4: Post-training support for micro-enterprise development and wage employment

This process involves designing and installing appropriate support mechanisms to help the target group in their employment and self-employment endeavours. This is done through linkages with employers to facilitate employment, linking to service infrastructure of the locality, (micro-) finance institutions, technology centres, providers of business development services, counselling and support.

Major activities:

- direct job placement assistance;
- facilitating access to financial services;
- providing further advisory services in management, marketing, technology resources, etc.;
- linking with and mainstreaming into local economic development programmes, the formal sector;
- facilitating the creation and registration of sustainable community structures (self-help, savings and credit groups, business centres, women and youth clubs, associations, association of those with disabilities, etc.);
- follow-up visits and other technical and advisory services, as required.

Sample tools related to this process:

- example of plan for post-training support;
- potential sources of credit for micro-enterprises;
- assessing the capacity of a micro-finance institution;
- credit guarantee funds;
- post-training monitoring and visit forms for micro-enterprises (start-up, production, marketing, finance);
- modalities of group operations;
- TOR for savings and credit groups.

Process 5: Monitoring, evaluation and documentation

Monitoring, evaluation and documentation are key elements of TREE. Monitoring is important to track project progress, identify problems, improve implementation and provide feedback to policy-makers and other stakeholders on an on-going basis. Evaluation is necessary to assess the impact of training and post-training support. As for documenting the TREE experience, it is essential for shared learning and to ensure the institutional memory of the process that is being pilot tested.

Most important, lessons learned from the demonstration model have a wider application both in terms of the replication or extension of the experience and in terms of institutional and policy implications. The latter may include for example reviewing and redefining goals and objectives of the vocational training systems vis-à-vis non-formal training and employment generation, promoting market-oriented and gender responsive training, greater investments in new skills that can open up work opportunities, institutionalizing TREE within partner and other institutions at the local, regional or national level, and establishing effective mechanisms and networks with key partners for employment and income generation.

Major activities:

- programme performance monitoring plan;
- programme performance evaluation plan;
- monitoring how gender and disability have been mainstreamed;



- monitoring training delivery;
- monitoring graduates after training;
- monitoring and assessing micro-enterprise creation projects;
- monitoring groups and associations;
- documenting the experience.

Sample tools for this process:

- performance data table;
- programme performance monitoring plan (form and sample);
- training programmes monitoring;
- how to conduct tracer studies
- tracer study report form;
- assessment instrument for self-employment and small business enterprise projects;
- how to assess corporate community groups

Mainstreamed elements

Local economic development: since the activities are mainly community-based, participation in community development, empowering individuals and groups to effect change in their own communities through capacity building, direct action, institutionalization and support to local policy reforms are important processes for sustained local economic and social development.

Gender: gender issues cannot be overlooked if women as well as men are to be active micro-entrepreneurs or wage workers and apply the technical and business skills they have learned. For this to happen, there is a need for an enabling, gender-responsive environment, from the level of partner institutions and the community, down to curricula, training materials, training of trainers, training venue and facilities, training delivery and post-training support. This implies identifying, adapting and applying good practices that have been proved to work or, in many cases, devising innovative practices that may become good and be translated into local and national policies. At the same time, this enabling environment needs to reflect the diverse characteristics that women and men face to take into account the double or even triple discrimination due to a combination of characteristics. The mainstreaming of gender concerns from the very beginning and throughout the implementation of TREE is critical. Although gender is a cross-cutting issue and, as such, is treated in each process of TREE, a specific volume of the Manual, Volume VII, provides a focus on the gender concept, discusses how to design strategies and activities to better mainstream gender perspectives in TREE, highlights its practical applications, and provides many examples. Gender concerns are diverse and should likewise, look into specific disadvantaged groups. There are sample tools related to this volume which includes: examples of gender issues; tools for gender analysis; example of capacity-building programme on gender; and how to compare gender-neutral information and gender-awareness information.

Disabled persons and other socially excluded groups: disabled women and men are a part of every community and are the only minority group that anyone could belong to. Most communities will also include people living with HIV and AIDS. Indigenous people or certain ethnic or religious groups might also typically be excluded from programmes. As a community-based programme, in implementing TREE, it should include all members of the community and address the specific needs of those groups. Since the issues related to disabled persons might require some specific accommodation related not only to their impairments, but years of social exclusion, and since as a group they are disproportionately poor, a specific volume of this Manual is devoted to disability. Volume VIII discusses the background and barriers faced by disabled persons, their rights and issues, and challenges in skills training including mainstreaming disabilities concerns in TREE. Disability tools and resources can be found in Annex 1 of this volume.

Box 1**Processes of the TREE methodology**

Mobilization and empowerment of the partners and target groups is the key driving force

Institutional organization and planning	Economic opportunities and training need assessment	Training design, organization and delivery	Post-training support for micro-enterprise development and wage employment
■ Initial assessment of policy environment and needs ■ Orientation of stakeholders & partners ■ Establishing appropriate TREE management and governance systems ■ Capacity building	■ Collection and analysis of information and assessments of labour market demand ■ Socio-economic profile of community mobilization ■ Identification of economic opportunities and training needs assessment ■ Developing feasibility studies and training proposals	■ Design content and develop curricula ■ Selection of trainees and training of trainers ■ Delivery of training ■ Continued training in workshop	■ Facilitating access to wage or self-employment ■ Support to small business start-up ■ Facilitating access to credit, advisory services, marketing, technology, etc. ■ Support to formation of groups ■ Follow-up to TREE graduates

Gender and disability mainstreaming and mobilization and participation of target groups in local development

Performance monitoring mechanism

Adaptation

Whenever a TREE programme is implemented in a particular country or region there may be a need to adapt the processes and tools to the prevailing social, economic and cultural environment.

However, the principles underlying the TREE approach e.g. needs analysis, community participation, gender equality, social partners mobilization, follow-up support, etc., remain valid whatever the country or region.

The TREE systems approach views all the processes as part of one system in which they interact towards a common goal: empowerment and the creation of livelihoods for disadvantaged women and men.

Regarding training, in the TREE programme, it is seen as more than merely geared to manpower development since training may affect all the main aspects of life. Training programmes may encompass a wide variety of skills:

- vocational skills related to identified income-generating opportunities and wage-employment opportunities (for instance, skills needed for construction work, maintenance and repair, rural industry and crafts, agricultural production, non-farm skills for processing, storage, distribution and marketing of agricultural products, etc.);
- business skills;
- gender, disability and diversity awareness;
- functional literacy to enable illiterate or semi-literate persons to better benefit from training opportunities;



- other core work skills;
- skills contributing to home and family improvements (for instance, household budgeting, hygiene, etc.);
- skills related to the provision of basic community services and facilities and contributing to overall community development;
- skills to manage cooperatives, rural projects;
- skills in safety and health at work;
- other non-vocational skills that help solve social problems in the community, through leadership training, organizational development, group participation.

The TREE methodology is particularly appropriate in teaching skills for self-employment and income-generating activities that result in a rapid return for the beneficiaries. This implies short-cycle training courses that are closely related to the actual working environment. Such training may adopt a minimalist approach, focusing on the transfer of practical skills that are directly relevant to predetermined opportunities for gainful employment and increased incomes, but most often other skills as enumerated above need to be included as well, if not during initial training, at least on the occasion of refresher courses.

The notion that the organization and delivery of training should be flexible and adapted to the conditions of clients means that TREE programmes are especially suitable for women, those with disability and post-conflict situations. While in many societies women, disabled persons and also those with HIV/AIDS may not be allowed to attend centre-based training, their participation can be greatly facilitated by the mobile site-location and flexible time-schedule of a training programme with an appropriate methodology and content that is free from gender-based stereotypes.

Tool 2. SWOT analysis of training providers²

	Strengths	Weaknesses	Opportunities	Threats
Existing training strategy				
Institutions and organizations currently involved in training activities				
Qualification of training staff				
Synergies among training institutions and areas (finance, BDS, environment, etc.)				
Use of external resources and expertise for training activities				
Match of training activities with needs of private business and public administration				
Current consideration of special target groups for training				
Other				

² Source: ILO. *Local Economic Development in Post-Crises Situations. Operational Guide*. Geneva. 2004., Tool 4.8.2, p.198.



Tool 3. Application of training methods to people with different types of disabilities³

Note: This information is from Training for Success: A Guide for Peer Trainers, 2008, ILO. It was developed as part of the Alleviating Poverty through Peer Training (APPT) project funded in Cambodia which used village-based peer trainers to provide one-to-one (and sometimes group training) to persons with disabilities. Trainers were both disabled and non-disabled entrepreneurs who provided training in the business and technical aspects of their work in informal short-term apprenticeship type situations.

How to teach: different teaching methods for peer trainers

It is important to learn about different methods of training and when and how to use them to teach people skills, knowledge and attitudes. You can then select a method of training that best suits the trainee or what you want to teach. This guide describes the following methods:

1. Explaining or lecturing;
2. Showing or demonstrating;
3. Learning by doing: Guiding, discovery and practice;
4. Role playing;
5. Using questions and assignments;
6. Exposure visits.

You have learned things from some of these methods yourself. You may have also used these methods in teaching others. Or, you may have used these methods in helping your children or friends without realizing it.

1. Explaining or lecturing

Explaining means telling someone how to do something or giving information. Explaining can be done by talking, using sign language or in writing. When explaining is done in a large group it is often called lecturing.

Best uses

- Explaining or lecturing is a good way to explain both verbally and in writing, if your trainee is able to read. If the trainee can write, they can take notes.
- Explaining is good for short training periods and useful for trainees who have no prior knowledge of a topic.
- Lecturing is more commonly used in large groups or formal settings.
- Used alone, explaining is not very effective for teaching practical skills. However, explaining while using other methods can be very effective.

Disability considerations

Trainees who have hearing difficulties (completely or partly deaf):

- use writing, if your trainees can read;
- use sign language, if you and the trainee know sign language;
- pictures and drawings, like those used in this guide, help people understand better.

³ Source: ILO: *Rural skills training: A generic manual on training for rural economic empowerment (TREE)*, Geneva, 2009, pp. 277-282.

Trainees who have seeing difficulties (completely or partly blind):

- written explanation requires Braille for disabled people who can use Braille;
- large print is useful for people who are visually impaired, but not blind.

Trainees who have learning difficulties:

- use simple words and pictures or other visual representations especially for trainees who are illiterate or of limited intelligence.

Tips

- Use simple language.
- Give examples for what you mean.
- Present information and ideas in a logical way.
- Explain in different ways if you can, such as verbally, by writing on a blackboard or by writing and showing at the same time.
- Encourage the trainee to write or draw pictures to represent what is being explained, if they are able to do so.
- Interact with the trainee by encouraging or asking questions or starting a discussion.

2. Showing or demonstrating

Showing or demonstrating is physically doing the activity you want your trainee to learn. Sometimes trainees just observe while the trainer works. Showing or demonstrating is a good way for almost all groups of people to learn except those who are blind or visually impaired. Showing is especially important for people who are deaf.

Best uses

- Explaining and showing at the same time really works. Trainees learn better when they see what is involved in a task or in operating a business.
- Showing or demonstrating is an especially important training method for teaching complicated tasks or those that have many steps. With many steps you want to break the tasks down into small steps and demonstrate them one at a time. You may even want to let the trainee practice or learn by doing in between parts of the demonstrations.

Disability considerations

Trainees who have seeing difficulties (completely or partly blind):

- describe what you are doing as you demonstrate with trainees who have seeing difficulties;
- use touch or physical guiding (see the method “learning by doing” which follows), for example, if you are teaching a blind person to do a manual task you can have him or her feel your hands while you do the task.

Tips

- Plan demonstrations and think about what you want the trainee to learn.
- Make sure you have all the materials and tools at hand.
- Demonstrate slowly and, if possible, explain as you do it. You can also ask the trainee questions at the same time to make sure they understand.
- Combine demonstration with other methods such as learning by doing.



- Ask the trainee to repeat the tasks you demonstrate.
- Praise what the trainee does right and correct what is wrong by showing the right way to do it.
- Repeat the demonstration or show the steps several times if needed.

3. Learning by doing: Guiding, discovering and practicing

Giving the trainee the chance to do a practical task, or learning by doing, is an important way to train. It is also a way to evaluate or test to see if the trainee is learning. Learning by doing is an important way for anyone to learn. It is frequently used to train people who have limited educational backgrounds or learning ability.

(a) Guiding

There are two ways to guide: verbally or physically. In verbal guiding the trainer tells the trainee what to do. The trainer coaches the person through each step of the process. In physical guiding, the trainer may physically take the person's hands (or another part of the body) and take them through the steps. You should always ask the trainee first if you can use physical guiding.

(b) Discovering

The trainer creates a situation where the trainee has to figure out or discover what to do. For instance, in making a necklace, the trainer could provide a model (the completed necklace) and ask the trainee to "discover" or figure out how to put it together. This approach might meet with frustration or failure depending on how demanding it is. But, after providing proper instruction, the trainer may want to use this approach to test or determine how well the trainee can perform the task.

Once someone understands how to do a task, the trainer could ask the trainee to practice the task over and over to develop skills or improve speed. Practice sessions are an important part of learning, as you can see from the examples of Mr Hem Him and Mrs Seng Sopheak.

Example : Showing or demonstrating

Mrs. Seng Sopheak shows deaf trainees how to produce soybean milk

Explaining and showing at the same time really works. Trainees learn better when they see what is involved in a task or in operating a business.

Showing or demonstrating is an especially important training method for teaching complicated tasks or those that have many steps. With many steps you want to break the tasks down into small steps and demonstrate them one at a time. You may even want to let the trainee practice or learn by doing in between parts of the demonstrations.

Mrs Seng Sopheak is a 37 year old mother of whose left leg was amputated in 1986 after a landmine accident. Sopheak has a successful business making soybean milk, which she originally started with ILO assistance. She has already trained six other disabled people how to replicate her success. Sopheak normally demonstrates and explains at the same time when she trains others. She had to become more creative when she was teaching someone who is deaf. "I first found the communication very difficult because she could not hear me", Sopheak admits. Sopheak started using symbols, some written text and her fingers for showing numbers and pointing to explain the process of making soybean milk without having to talk. The training took a bit longer than normal. Sopheak used a lot of practice sessions to make sure her trainee had learned well. "I am proud of myself that I had the skills to train a deaf person and other people with disabilities and to be able to help them like ILO once helped me."

Best uses

- Learning by doing is an important way for trainees to develop practical skills.
- Learning by doing can be used on its own or with other training approaches.
- Practice sessions will help build speed and improve quality. If the tasks are carefully planned, learning by doing can help build trainee confidence.
- Learning by doing is also a way to evaluate how the trainee has learned and of measuring progress.

Example:**Physical guiding**

Mr. Hem Him, 40 years old, trained Mr. Hang Hatch, who is completely blind, how to make rope tethers for animals. Him had never before trained anyone and wondered if it would be even possible to train someone who could not see. He was positively surprised with Hatch's capacity to learn and his own skills to teach. Him has the following four key recommendations for other peer trainers who are training people with seeing difficulties:

- 1) Use physical guiding as much as possible. It works well with people who cannot see. I held and guided Hatch's hand to show how to weave the rope.
- 2) Explain to describe the different processes at the same time when you are holding your trainee's hands and guiding him or her through each step.
- 3) Be patient and expect that the beginning will be difficult. It took me some time to realize that I needed to do a lot of practice sessions with Hatch especially when training how to identify and process the different raw materials, which may feel the same for someone who cannot see.
- 4) Use the help of your trainee's family or neighbours who can see. For example, I also trained Hatch's eldest son who can sometimes help his father.

Disability considerations

Trainees who have hearing and/or speaking difficulties:

- Learning by doing is especially suitable for persons with hearing and/or speaking difficulties. It relies on seeing and doing rather than hearing or speaking.

Trainees who have seeing difficulties (completely or partly blind):

- Physical guiding is a good way to teach blind people. Let them feel the product or outcome that is expected before they start. You can guide and explain as they try to learn by doing.

Trainees who have learning difficulties:

- Learning by doing is especially important for those trainees who have limited education or learning difficulties.
- Combine showing and guiding for these trainees. First, break the task down into small steps. Show the step and then guide the trainee through repeating the step, either verbally or by touch. Repeat each step as needed until they are able to do it correctly. Then go to the next step, until the process is complete. Many repetitions may be needed. It is important to remain encouraging. You will also need to gradually put each step together so the trainee learns the sequence of the steps.



Tips

- Be creative. There are many ways to use learning by doing. Use it as a way to improve learning, to assess progress and to develop speed and quality.
- Give feedback during practice sessions and ask questions. Positive feedback will encourage motivation and confidence. Correcting mistakes prevents the trainee from learning incorrect methods.

4. Role Playing

Role playing is like a game or a play. It involves setting up a scene, assigning roles and acting out a scene so the trainee can learn something. Role plays can be used in many situations. For example, if you want to teach a trainee how to interact with a customer, you might set up a role play. The trainer can assume the role of the customer (or get someone else to play this role) and the trainee would act as the shop keeper. The trainee gets to practice how to deal with customers. Another example is to have the trainee negotiate a price for raw materials from a vendor. The trainers must carefully design the activity. They must also make the roles very clear to the trainees or people playing the roles. The people playing the roles must be encouraged to take it seriously so that it seems real.

It is important to discuss the role play afterwards. Ask the trainees what they learned from the experience. Also ask the trainees how they would do it differently next time. You can repeat the role play many times or change it so the trainees can develop their skills related to the role play's purpose.

Best uses

- Role plays are a good way for people to learn new skills, especially those that involve interaction with others. If people are afraid of interacting with others or are shy, it is a good way to learn how to be comfortable and confident.
- Role playing is also suited for teaching a complex series of skills, such as selling. Selling may involve meeting someone, finding out their needs, and promoting the products or services available. Finally, the vendor must close the sale or try to get the customer to buy the products or service. This can involve deciding on a price, delivery date and other matters.
- Role plays are very effective and fun to use in group situations.
- Role plays can be used to test trainee understanding. For example, in the selling situation just described the trainer can evaluate the trainee's communication and selling skills. The trainer can also determine the trainee's knowledge of the product or service and what it should cost.
- Role plays can be used to build confidence, break stereotypes and change attitudes.

Disability considerations

Trainees who have hearing and/or speaking difficulties:

- You need to consider how well the trainee is able to communicate with others, because role plays often involve speaking and other forms of communication.

Trainees who have poor social skills:

- Make the role plays interesting and fun to encourage participation. Role plays may be particularly useful to build social and interactive skills among disabled people who have been socially isolated.

Tips

- The following steps are involved in developing a role play:
- Decide what you want to teach through the role play. Create a simple role play.
- Define the roles or characters in the play. Consider how many people you need and what each person should do. The trainees may play themselves. In fact, this is most effective so they can have the experience of what to do. Ask other people to play the other roles in the play.

- Make sure that each person in the role play knows their role and the key words to say. You may want to keep the specific situation secret from the trainee. For example, if you want the trainee to learn how to ask for a lower price for some raw materials, you should not tell the trainee that you have instructed the person in the role of the vendor not to agree right away. This way the trainee will learn the value of being persistent and trying to get a lower price.
- By the end of the role play, you should ask what the trainee thought it was about, what was learned and what the trainee would do differently.
- After the discussion, you should conclude by reinforcing the main lesson of the role play.
- You can repeat the role play to develop skills. It can be like a practice session.

5. Using questions and assignments

Questions and assignments are often used with other training methods. Using questions and assignments is a good way to encourage active participation and to check what the trainee already knows or if they have understood your teaching. The trainee has to respond independently either by answering a question or completing an assignment given by the trainer. The trainees need to use what they know to find a solution to a problem or practice a task related to running the business.

(a) Questions

Questions are an easy problem solving activity to test trainee knowledge. For example, you may ask the trainee which scissors or other equipment they would use to cut someone's hair.

Questions can also be more complex involving a story. For example, the trainer can pose a question related to a story to solve a problem. The story can be real or imaginary. For example, a trainer in pig raising might describe a situation where many pigs are dying and the pig raiser is about to lose their business. What should they do? Where can they go to get help? The trainer asks the trainee to solve these problems. Another example might be about a business person making a mistake, such as in preparing Khmer cakes. The trainer might describe a situation where the ingredients used to make the Khmer cakes are wrong. The trainer asks the trainee to identify why the Khmer cake tastes bad. This is a good way of testing if the trainee knows the recipe, and if he understood that if the recipe is not followed, the business will not be successful. People will not buy bad tasting Khmer cakes and the trainee will lose time and money as a result of the mistake.

(b) Assignments

The trainees are given a task to do by themselves. An assignment can have many purposes. It can also be a real assignment or one that has no consequence. Using assignments is like learning by doing, but it is more complex.

For example, a bicycle repair trainer might ask a trainee to find a broken bicycle in their village and decide what needs to be done to fix it. Assignments can also be used to help the trainee learn new information that will help the business. For example, for a trainee learning to sew shirts, the trainer might instruct them to interview all the people in the village to find out what colour and style shirts they might want to buy. This is a good way to find out more about the market demands.

Best uses

- Questions and assignments are best used to help trainees learn by thinking or doing on their own. This method can also be used to find out if the trainee really understands what to do. It encourages trainee creativity and initiative.



- Using questions and assignments is especially useful if the testing or training cannot be done in another way or it would be too costly. For example, the Khmer cake example tests if the trainee understood how to make Khmer cakes by following a recipe. It also teaches what goes wrong if the different types of ingredients are not properly used or measured.
- These methods can be used to help build the business to find out new information. The assignment about finding out which colour and model shirts people want to buy is about market research and can help the trainee start or improve the business.

Disability considerations

Trainees who have hearing and/or speaking difficulties:

- You need to consider the trainee's ability to communicate with others when presenting questions and assignments. A deaf person might have difficulty in carrying out problem-solving tasks related to market research, unless they could be done with a partner, through writing or some other means.

Trainees who have learning difficulties:

- Keep the assignments and questions simple and easy to understand.
- More difficult assignments or questions with complex stories may only be useful to people who have higher intellectual abilities.

Tips

- Use questions with other training techniques.
- Use simple assignments to test trainee understanding.
- Use more complex assignments and questions to build new knowledge.
- Gain experience before you use more complex stories or assignments.
- Consider the trainee's experience level. Difficult questions and assignments can lead to frustration and failure. Those carefully designed can challenge and build the trainee's confidence.

6. Exposure visits

Exposure visits are similar to the showing or demonstrating method, but they have a broader purpose. An exposure visit or field trip involves visiting a successful business where it operates or a place that could be useful for teaching a specific skill. For example, if you are teaching how to raise pigs, you could organize a visit to a successful pig farm. Or, you may want the trainee to visit a bank or credit bureau to learn how to access credit. Exposure visits are often arranged for a small group of people, but can also be done for individual trainees. Some types of exposure visits can be expensive.

If the peer training sessions are not held at your place of business, it is a good idea for the trainee to visit your business or a similar operation. The trainee should see how the business is organized, managed and carried out. Even if the trainee is working at your place of business, it is useful for the trainee to visit similar businesses and related places. For example, if you are making ropes for animals that are sold in the market through a middleman, you may want the trainee to visit the market.

Best uses

- Exposure visits are a good way for trainees to see different ways of doing things.
- Exposure visits can be a good way to encourage and motivate the trainees.
- Exposure visits work best when they are combined with other training methods, such as using questions and assignments. For example, a trainee could be asked to evaluate the profitability of a business being visited. Or, they could be asked to identify the steps involved in making the product.

- Exposure visits are most useful when the trainees have some previous experience of the business or process to understand what is being observed and be able to ask questions. Trainees, who already have a business but need to improve it, can benefit greatly from exposure visits to successful similar businesses.

Disability considerations

Trainees with moving difficulties

- The place visited must be accessible to people with moving difficulties. You need to consider issues of barriers, transportation, safety and suitability of the place.

Trainees with hearing, seeing, speaking and/or learning difficulties

- You may need to provide some assistance in explaining what is going on to those who have seeing or hearing difficulties or are slow learners.

Tips

- Make sure that the persons visited are comfortable with disabled people and deliver positive messages about their ability to do the work.
- Consider using a facilitator to provide guidance and ensure learning when an exposure visit is organized for a group. The facilitator can be the peer trainer themselves or someone who is equally skilled.
- Be focused and well prepared, have a clear purpose and expected outcome.
- Prepare the trainee or trainees for the visit. Tell them the goals and what they can expect to see and learn. Coach them by asking questions beforehand.
- Involve the trainees in summarizing the visit at the end to emphasize what was learned.



Module 4.2

Informal basic education and life-skills training

4.2 Informal basic education and life-skills training

This module will:

- highlight the importance of complementing economic reintegration services with informal basic education and life skills training;
- explain what should be the content of informal basic education and life skills training;
- describe how to organize informal basic education and life skills training;
- highlight the importance of good coordination of informal basic education and life skills training with vocational skills and entrepreneurship training;
- describe the content of informal basic education and life skills training for groups with specific needs, such as girls and young women, children and youth with disabilities and children and youth living with HIV.



What to consider?

Informal basic education and life-skills training are of key importance for the success of economic reintegration

The issues considered in this module are not economic issues in the technical sense, but they are of vital importance for the success of economic reintegration. Economic reintegration projects, therefore, should not treat them as minor or beyond their responsibility. If the implementing agency is not willing or is not able to be involved in their implementation, it still has the responsibility to ensure that they are well implemented by other partners to avoid the risk of jeopardizing the economic reintegration process itself. The same applies to the psychosocial rehabilitation and counselling component, including medical rehabilitation and psychological counselling of disabled participants, which is outside the reach of the present *“how-to” guide* and requires specialist competencies in these fields. The implementing agency thus has the responsibility to ensure that such services have been or are being provided to children in need.

The deficit of project participants in respect to basic education and life skills will show wide variations, as demonstrated by the results of the vocational evaluation and orientation exercise. Corresponding services will therefore have to be highly individualized. Differences may be considerable between children and youth formerly associated with armed forces and groups and other conflict-affected children, as between male and female participants. Basic education and life skills training should take note of such differences.

In some cases, these services will already have been provided by other agencies (e.g. UNICEF and its partners) prior to the children entering the economic reintegration programme. In this case, the task of the implementing agency is to check that they have effectively been carried out in a satisfactory manner.

Finally, basic education, life-skills training and psychosocial reintegration are all processes that are focused upon during a special period of the project, but by their very nature go beyond the project period itself and may be considered as life-long processes.

1. Functional literacy and numeric skills

The goal is to provide beneficiaries with the necessary skills to follow vocational training and enter employment, not to make them catch up their educational gap

Educational levels of these young persons vary, but mostly, they are low and insufficient to follow vocational skills training. In many cases, even basic literacy skills had not been acquired before joining the armed forces and groups or have been lost since then. Basic education may also have been disrupted in the case of many other conflict-affected children.

Most working age children and youth no longer regard resuming formal basic education as an option. Their expectations may include education, but rather in the perspective of employment, and not as a separate phase.

Basic educational services in the framework of economic reintegration projects should, therefore, not be considered as catch-up education in the sense of enabling working age children and youth to re-enter the educational system. Indeed, the goal is not to make them catch up their educational gap, but to provide them with the necessary skills to follow vocational training and enter into employment.

Generally speaking, vocational skills training accompanied by education is an asset in the labour market, compared to vocational skills training alone. Catch-up education through an accelerated training programme, in order to acquire an educational level which is recognized by the educational authorities, may be a valuable asset for competition in the labour market for some children and youth, and should be considered as an individual option. This particular option would depend on the educational gap, the age, the personal constraints, and the local educational opportunities and would not aim at re-entering the formal education system.

Basic educational and vocational skills training should be provided simultaneously, last throughout the skills training period and be related to the skills training content

For the majority of these children, however, basic educational services provided by the reintegration project should consist of functional literacy and numeric skills training which enable them to follow vocational skills training and enter into employment. Such training should be provided in parallel to vocational skills training, last throughout the skills training period, and be related to the skills training content. However, these services should not be provided as a package prior to skills training, as accelerated training programmes for this type of education have proved to be rather ineffective.

NGOs, public services in charge of adult education, and vocational training institutions have developed various methods for basic literacy and numeric skills training. Training methods should allow for modularity as differences in educational levels will probably be considerable. This will have been revealed through the vocational evaluation and orientation exercise.

For trainees with sensorial impairments, basic education will require educational accommodations as those provided through specialized institutions, such as schools for blind or for deaf children.

2. Life skills training

Life skills training aims at acquiring or reacquiring personal skills and behaviour that are essential in civilian life

Life skills training aims at acquiring or reacquiring personal skills and behaviour that are essential for civilian life and that may have been eroded, forgotten, damaged, destroyed by life under conditions of armed conflict, be it within or outside the armed forces and groups. Such skills and behaviour include: learning to negotiate, coping with decision-making, problem solving, creative thinking, critical thinking, effective communication, interpersonal relationship skills, conflict resolution, self-awareness, empathy, coping with emotions, and coping with stress.

Negative behaviour patterns may be deeply rooted in the individual personality, or be superficial. Change may be difficult or easy to obtain, may take long or be quick. In most cases, the implementing agency has no means of knowing beforehand the effective results of life skills training. In spite of such uncertainty, experience from social reintegration projects with children formerly associated with armed forces and groups shows that much can and should be done in this area and provides guidance on what and how to do it. It should be noted, however, that such life skills training does not simply mean applying techniques: it implies that all person(s) involved possess themselves the required personal skills and sensitivity to do so.

Life skills training in the context of an economic reintegration project for children formerly associated with armed forces and groups and other conflict-affected children concerns roughly the four following fields of application:

- Civilian social behaviour within family and community (civic education, parental skills, money management).
- Professional behaviour as expected by employers, customers and producers (rights at work, money management, discipline).
- Reproductive health and HIV prevention, treatment, care, support and counselling.
- Non-violent conflict resolution.

Life skills training should:

- provide relevant information that may reduce stress, anxiety or allow to behave adequately in the new civilian context, for instance on HIV transmission and prevention, on parental skills, on rights at work;
- provide an environment where such skills can be exercised without fear, stress, constraint; where the benefits of such civilian behaviour can be experienced; and where free expression of problems is possible (for example the problem of living with HIV, discussion of sexual behaviour);
- provide real life occasions to practice new life skills, for instance in group sessions, or sports, cultural and recreational activities;
- provide positive role models;
- be gender-specific.

3. Life skills training for participants with specific needs: girls and young women, participants with disabilities, and participants living with HIV or AIDS

Life itself presents specific problems to each of these groups. Implementing agencies/counsellors should be sensitive to these specific problems and knowledgeable about them. Addressing them will require specific contents, training modalities and in many cases the intervention of specific partners. Guidance is provided below and in Modules 10.1, 10.2 and 10.3.

4. Life skills training throughout the entire economic reintegration process

Life skills training should also be an underlying objective of the entire reintegration process

Life skills training may constitute a separate activity during the training phase, especially as regards provision of relevant information, sports, cultural and recreational activities, or group discussion sessions. But more than a specific activity, life skills training should be an underlying objective, a sort of by-product of the entire economic reintegration process itself. Relations between trainers and trainees, employers and employees, apprentices and master craftspersons, BDS providers and small-scale entrepreneurs are to be considered as possible fields for life skills training; and all intervening partners should be sensitized on this aspect of their intervention. Beyond sensitization, some of the key actors of the economic reintegration process should even be selected under the criterion of ability and willingness to contribute to life skills training. For instance, master craftspersons, through their long lasting, intimate day-to-day relationship with the project's apprentices may become key role models for positive behaviour in civilian life. Especially for young persons, identification with role models is a powerful way of modelling behaviour (see Module 4.1 on Vocational skills training).

Participation of project beneficiaries in all decisions concerning the organization of the reintegration process and their future life is a basic value of the project philosophy in itself, but also a powerful way to foster the development of life skills.



What to do, how to do it?

1. Functional literacy and numeric skills

➤ **Identify and assess agencies competent in functional literacy and numeric skills training.**

Liaise with:

- local authorities in charge of adult education or basic education;
- local representations of the Ministry of Education;
- NGOs specialized in adult education, basic education, vocational skills training;
- associations specialized in educational matters;
- vocational training institutions having developed programmes for literacy and numeric skills training;
- UNICEF, UNESCO, national UNESCO club.

➤ **Collect information on any standards in informal education** (accelerated programmes and functional literacy and numeric skills training).

➤ **Select agency for accelerated training programme** for those concerned (if any).

➤ **Select agency for functional literacy and numeric skills training programme**, agree on training programme and methodology, expected end of training performance, and indicators for measuring progress. The functional literacy and numeric skills to be acquired should be in relation to the vocational project chosen at the end of the vocational orientation phase.

➤ **Define a basic educational plan** for each of the project beneficiaries (as far as concerned) on the basis of the vocational evaluation and orientation results.

➤ Attendance should be determined by individual needs, which will require **modular structuring of the basic education programme**.

➤ **Combine informal education** alongside the duration of vocational skills training during supplementary hours. Don't provide it as a separate bulk at the beginning of the vocational skills training phase. However, functional literacy and numeric skills training might even start during the vocational orientation phase, as soon as educational gaps have been identified.

➤ **Consider using ordinary schools** outside ordinary school hours for part-time education alongside vocational training.

➤ Open the informal basic education service for the project's children and youth to **other children and youth with similar educational needs**, for instance refugee or internally displaced children and youth, orphans, disabled children and youth.

➤ **Trainers should be trained** on how to deal with children formerly associated with armed forces and groups.

➤ **Check the coordination** of the basic education programme with the vocational skills and the entrepreneurship training programmes (negotiation with skills and entrepreneurship training providers on timing, content, venue, etc.) (See Modules 4.1 and 4.3).

➤ Consider specific needs of **girls and young women**: childcare facilities, possibility to bring their babies to the training course, separate toilet facilities, etc.

➤ Consider specific needs of trainees with **disabilities**: reasonable accommodation of the training place, coordinated intervention or support of specialized institutions or services for trainees with sensorial impairments, such as schools for blind or for deaf children.

- **Monitor process and progress** of the functional literacy and numeric skills training, and the continued relevance of the modular adaptation to the individual educational levels. Register participation of trainees in their **individual monitoring form**.
- **Evaluate** the functional literacy and numeric skills training provider(s).

2. Life skills training

- **Organize (group or plenary) sessions spread over the training period to provide information on:**
 - Child rights (UN Convention on the Rights of the Child).
 - Rights at work (ILO Declaration on Fundamental Principles and Rights at Work, ILO Conventions No. 138 and No. 182).
 - International instruments prohibiting the recruitment of children.
 - The rights-based approach to disability (UN Convention on the Rights of Persons with Disabilities, ILO Code of practice: Managing disability in the workplace, ILO Convention concerning Vocational Rehabilitation and Employment (Disabled Persons), 1983 (No. 159), respect for minority rights, equal opportunities.
 - HIV and AIDS (ILO *Code of practice on HIV/AIDS and the world of work*).
- If suitable, **invite competent partners**, preferably associations of other young people, to present the issues. Issues should be treated in interactive discussions and always be related to the experience and the future life of the participants. Local disabled persons' organizations (DPO) should be partners on issues concerning disability.
- **Organize group sessions to provide opportunities to discuss:**
 - HIV⁴ (living with HIV, transmission, prevention, voluntary and confidential HIV testing and counselling);
 - sexuality, sexual relations when within the armed forces and groups, gender relations, gender-based violence, contraception, sexually transmitted diseases, health;
 - parental problems, family relations, child care;
 - being disabled (recovering self-esteem, recovering from trauma, dealing with social perceptions, etc);
 - problems for youth in the community, problems of acceptance by the community; and
 - express and reflect on (conflict) situations occurred during vocational training.

Such group sessions might be mixed or organized separately for girls and boys. They should be free of pressure and fear to speak confidently, and always aim at increasing personal autonomy, critical thinking, self-esteem, and respect for others. They should present opportunities for behaviour change communication. Such sessions might make use of role-plays. If you feel unable to run such group sessions, hire persons with psychological training who are able to understand and manage group dynamics and to relate discussions to the personal issues at stake (i.e. analyse and discuss in a group setting signs of domination, submission, violence, fear, etc.).

- Life skills training should also include **development of job-seeking skills**, especially for those who have opted for wage employment. Job-seeking skills may include learning how to fill in an application form, writing a CV, developing telephone skills, or performing well at an interview.

4 See below and Module 10.3.

- **Organize sports events, theatre, music, and recreational activities.** Such events should be shared with other youth of the local community, to foster community integration.

ILO/IPEC has developed SCREAM, a widely used tool for Supporting Children's Rights through Education, the Arts and the Media.⁵ SCREAM can be used as a tool for the organization of such events. Sensitize all project partners throughout the project cycle on their expected contribution to the development of the life skills of the project beneficiaries. Include a corresponding paragraph in all subcontracts with partners. For all key partners include selection criteria on their ability and willingness to foster life skills through positive role models.

- **Promote participation, representation and voice** of project beneficiaries as a powerful method to develop their life skills, especially for girls. Such participation still takes place in the protective environment of the project as part of the training process, but at the same time, it is already real life experience.

2.1 Life skills training in relation to gender

- **Life skills training should be gender-specific in content and, where possible, carried out in additional girl and young women only situations.** Girls and young women should receive counselling and training in life skills that are specific to them. Such counselling and training should be separate from boys and young men participants and should be provided by special female trainers, for instance by women's associations specialized in supporting vulnerable girls and young women. It has proved particularly important that girls and young women who have been subject to sexual abuse and violence, forced into marriage or become young mothers while in the armed forces and groups recover self-esteem and confidence.⁶
- Life skills training should aim at creating **gender awareness** among the project participants.
- Organize (group or plenary) sessions spread over the training period to **provide information**, among others, on sexuality, sexual relations when within the AFG, gender relations, gender-based violence, contraception, sexually transmitted diseases, health, parental problems, family relations, and childcare.
- **Organize sessions to identify gender-based constraints and barriers to participation of girls and women.** Encourage inputs from the girls and young women to construct a problem tree that shows the relationship of cause and effect between the various barriers identified, identify discriminatory attitudes of the social environment and propose actions to combat them. Such group sessions might be mixed or held separately for girls and boys. Invite women's associations to participate.
- **Encourage participation, representation and voice of girls and young women** within all phases of the project as a method to develop life skills. Encourage, within the project framework, the exercise of leadership, presentation skills and the self-confidence of girls and young women which will be necessary to lobby for their interests.

2.2 Life skills training in relation to disability

- Provide psychosocial support to disabled participants in order to strengthen their capacities **to cope with the psychological trauma of disability and to recover self-esteem**. In some cases, specialist support by psychosocial counsellors may be required, and if necessary, you should make such support available. But helping to cope with trauma does not necessarily require specialist support: self-help peer groups are a good means to overcome trauma, and DPOs may constitute useful frameworks for the emergence of such groups. The implementing agency should encourage the emergence of such self-help peer groups. Furthermore, an inclusive, respectful way of implementing the reintegration project itself, by offering the day to day experience of being able to learn together with non-disabled youth and helping to prepare an economically productive life is in itself the best psychological support the project can provide. Some skills/behaviour essential for entrepreneurship, which may be inhibited

5 ILO-IPEC: *Supporting Children's Rights through Education, the Arts and the Media (SCREAM)*. A special module on HIV, AIDS and child labour, Geneva, 2007.

6 See ILO-IPEC: *Prevention of child recruitment and reintegration of children associated with armed forces and groups. Strategic framework for addressing the economic gap*, Geneva, 2007, p.61.

by psychological trauma, should be focused on, such as risk evaluation and risk taking, being innovative, and communication skills. It is the implementing agency's responsibility to ensure a supportive project environment.

- Life skills training for disabled participants may include **learning to make use of technical aids** in practical everyday life: mobility training and how to move around with a white cane, or in a wheelchair, how to use crutches, learning to read and write in Braille, etc. These are specific life skills disabled participants need to learn to effectively participate in the project and finally reach economic independence. Instructors of special vocational rehabilitation centres, specialized NGOs or DPOs may be able to provide the training.
- Life skills training for disabled participants includes **learning how and where to get specialist support, information** on existing public services, accessibility of public administrations, regulations concerning disability (for example quota legislation, free public transport, etc.), and the rights of disabled persons. It should also focus on how to negotiate for reasonable accommodations or supports they may need to participate. Local DPOs are in a good position to provide such information and training.
- Life skills' training for disabled participants includes learning how to deal with prejudices. Disabled participants need to be empowered to address prejudices and **learn about their rights**.
- Finally, life skills training concerning disability also means **sensitizing** and training the other, non-disabled participants (and project partners) to challenge their prejudices and adopt a change in their attitudes and behaviour towards disabled persons.

2.3 Life skills training in relation to HIV

Issues related to HIV prevention, treatment, care, support and counselling should be an important component of life skills training. The task of life skills training in relation to HIV is:

- to contribute to reduce HIV-risk behaviours through the provision of information on HIV prevention, treatment, care, support and counselling, through behaviour change communication, and fostering of skills how to protect oneself and others, with an emphasis on reducing gender inequalities;
 - to provide an environment where free expression of problems without fear, stress and constraint is possible (for example the problem of living with HIV, sexual behaviour) while respecting the need for confidentiality;
 - to offer information on services for confidential and voluntary HIV testing and counselling and to facilitate access to such services;
 - to facilitate access to treatment, care, support and counselling for children and youth living with HIV, including those whose partner or other family members are living with HIV;
 - to combat discrimination and stigmatization on the basis of real or perceived HIV status; and
 - to reduce HIV vulnerability by contributing to change in gender relations and specifically the empowerment of young women and girls, and include men and boys in the HIV and AIDS response.
- **Provide general information on HIV in plenary or group sessions on:**
- how to protect oneself (and others) from HIV transmission (should be gender-specific);
 - HIV-risk behaviours of boys and girls;
 - available referral services for confidential and voluntary testing and counselling;
 - sexual and reproductive health information;
 - care, support, counselling services for those living with HIV or with partners living with HIV, how to prevent transmission to others, including prevention of mother-to-child transmission;
 - confidentiality of HIV status;
 - non-discrimination of project participants living with HIV;

- international and national norms on non-discrimination of people living with HIV at the training and workplace (present ILO *Code of practice on HIV/AIDS and the world of work*).

The document entitled *A special module on HIV, AIDS and child labour* of the ILO-IPEC SCREAM programme is a useful tool for the organization of sessions on HIV.⁷

- **Find entry points for behaviour change communication**, while discussing in groups such subjects as gender relations, sexual behaviour of boys and girls, sexual behaviour while in the armed forces and groups, and the elimination of gender-based violence.
- Life skills training in relation to HIV should **specifically address gender inequalities** with respect to vulnerability to HIV infection and the ability to access prevention, treatment, care, support and counselling. These objectives can be reached, for instance, by providing an appropriate environment for behaviour change communication on such subjects as risk-behaviour of girls and boys, power imbalances between girls and boys, and the reduced ability of girls to negotiate safer sex. Also to be considered in this context is the impact of conflict on such inequalities, within or outside the armed forces and groups. The aim of life skills training in relation to HIV and gender is to reduce HIV vulnerability of girls by contributing to change in gender relations.
- **Provide education on skills directly related to the reduction of HIV-risk behaviours**: communication with partners, recognition of the risk of certain behaviours, recognition of situations that lead to risk-behaviour and how to avoid them, positive attitudes to condom use, and so on. Such educational sessions might be carried out in separate groups for boys and girls, as well as in mixed groups.
- **Include local associations and networks of young people engaged in HIV prevention and treatment activities** as partners of HIV-related life skills training. They have experience on how to address young people on the subject. "...they may be more likely to provide age, gender and culturally appropriate information to their peers. This is more likely to result in behaviour change".⁸ Also include organizations of youth with disabilities. Common assumptions that disabled persons will not put themselves in situations where they may be at risk or that they are not sexually active are not exact.

⁷ See ILO-IPEC: Supporting Children's Rights through Education, the Arts and the Media (SCREAM). *A special module on HIV, AIDS and child labour*, Geneva, 2007.

⁸ UNAIDS Inter-Agency Task Team on HIV and young people, *Guidance brief* N° 3, p. 3.

Module 4.3

Entrepreneurship training

4.3 Entrepreneurship training

This module will:

- highlight the importance of coherence between the development of an initial business idea, entrepreneurship training and follow-up of enterprise start-ups;
- describe the content of entrepreneurship training;
- explain how to organize entrepreneurship training in project areas with and without the presence of a specialized partner agency, in particular the involvement of a master trainer (a trainer of trainers);
- highlight the importance of good coordination of different training components during the same project period.



What to consider?

1. Organizing entrepreneurship training

Entrepreneurship training should preferably be provided by a specialized agency, the one that will follow-up on small-scale enterprises during start-up and consolidation

Identification of a business idea, the development of that business idea up to a detailed business plan, entrepreneurship training of the potential entrepreneur and follow-up during start-up and consolidation of his/her business are different stages of one single process. In order to ensure coherence between these stages, entrepreneurship training (Module 4.3) and follow-up on small-scale enterprises during start-up and consolidation (Module 5.1) should be carried out by the same agency.

Preferably, this agency should already have been part of your team of vocational counsellors during the preceding vocational orientation phase, and been in charge of the component “identification of a business idea”.

The agency in charge of entrepreneurship training and subsequent follow-up of the project’s small-scale entrepreneurs should (a) be familiar with the local context, and (b) have practical experience in starting and running a small-scale enterprise in order to be able to provide tailor-made support to the beneficiaries. Personnel of administrations, even if specialized in such support, do not necessarily know what it really means to start a business.⁹ Technically qualified counsellors may not be able to give adequate support to young people, or may be unable or unwilling to work with children and youth formerly associated with armed forces and groups.

A certain number of the project’s potential entrepreneurs will choose to form cooperatives. Cooperatives are economic enterprises, and their members, such as the individual small-scale entrepreneurs, therefore need entrepreneurship training and subsequent follow-up up. However, cooperatives follow special principles and procedures, and the person/agency in charge of entrepreneurship training and follow-up should be familiar with these cooperative principles and procedures (see Module 5.2 on Cooperatives).

⁹ As one young entrepreneur puts it: “Personally, I found the best support in the community of the Junior Chamber International and organisation of young leaders and entrepreneurs. Regulators or administrations can help you with the theory of setting up a business, but are no help in actually supporting you along the way and besides they have no idea what it means to run your own business” (quoted in: U. Schoof: *Stimulating Youth Entrepreneurship: Barriers and incentives to enterprise start-ups by young people* (Geneva, ILO, Geneva 2006), p. 58.)

The agency should also be able to apply a methodology for training and follow-up which is adapted to the reality of young people who have poor education and vocational training.

If there is no specialized agency, the implementing agency should benefit from capacity building in entrepreneurship development

If such an agency exists in your project area, you may subcontract entrepreneurship training and follow-up of new businesses during start-up and consolidation to this agency, and possibly subcontract them to participate in the vocational orientation phase as well. In practice, however, this will rarely be possible. You won't find an agency with the required competencies, available for the whole training and follow-up period¹⁰ in many project areas. Furthermore, you cannot rely on sporadic field visits of outside specialists: they cannot respond to the real needs of enterprise start-ups, especially those of your target group. Project experience shows that follow-up of enterprise start-ups requires an ongoing presence of persons familiar with the local social and economic context over a protracted period. The absence or the weakness of an ongoing presence over a relatively long period, for example, of counsellors who have technical as well as local knowledge has been identified in many projects as one of the main reasons for difficulties or even failure of new small-scale entrepreneurs to stabilize their business.

Taking into account these constraints, the *"how-to" guide* proposes to proceed in an indirect manner by training the implementing agency to train project beneficiaries in entrepreneurship development and to follow-up the project's enterprise start-ups, whenever a specialized agency is not available. Training of the implementing agency should be done by an agency specialized in training of trainers in the field of entrepreneurship development, and which could include coaching of the implementing agency during initial training and follow-up of project beneficiaries (final trainees). Such an agency specialized in training of trainers (master-trainer) may be contracted from outside the project area for the limited period of time required for training the implementing agency and for an initial coaching exercise.

The implementing agency is the only agency which will be present throughout the whole project period; it is also supposed to be knowledgeable about the project beneficiaries and, in most cases, about the local context as well. It, therefore, satisfies the essential conditions as concerns the consistency between vocational orientation, entrepreneurship training and follow-up of enterprise start-ups, and an extended presence for follow-up. The success of proceeding in this way depends essentially on the quality of the training of trainers.

The ILO SIYB training package can be used to train the implementing agency in entrepreneurship development

ILO has developed a management training programme (Start and Improve Your Business - SIYB), based on such an implementation methodology. SIYB (or its francophone version GERME) is being used in more than 100 countries worldwide. The programme has also successfully been applied to the economic reintegration of children and youth formerly associated with armed forces and groups in Central Africa. SIYB is a system of interrelated components that correspond to the three phases mentioned above: identification of a business idea, training of trainers in entrepreneurship development, including coaching of trainers, and follow up of small-scale enterprise start-ups. The programme has been developed for people in developing countries who want to create their business or who are already in business as a way of job creation income generation and poverty reduction. There is also a version for poorly literate target groups. SIYB is thus well adapted to the needs of projects aiming at the economic reintegration of your target group.



[See Tool 1: Start and Improve Your Business.](#)

10 For the required competencies and agencies likely to have such competencies, see below under "What to do, how to do it?" Step 1.

SIYB proceeds by setting up institutionalized networks of certified master-trainers linked to business development services (BDS) organizations, who train local trainers in how to conduct SIYB training. The methodology has been chosen in order to ensure high quality training and to reach as large a number of final users as possible.

The present entrepreneurship training module covers the content of the “Start Your Business (SYB)” part of the training package. If you choose to use the SIYB methodology, training of trainers will be supported by all the tools and methodologies, including “business games” to simulate real enterprise situations. The “What to do, how to do it?” section of the present module and of Module 5.1 provide details about what to do if you decide to work with this programme.

Training of trainers by a specialized agency is of course only cost-effective when carried out for a certain number of trainees, especially if the agency is contracted from outside the project area. If you decide to use the proposed training of trainers’ methodology, you should collaborate with other interested agencies of your local area to organize and finance such training. Project managers running global projects with several local implementing agencies may organize such training for the implementing agencies participating in their project.

If you choose not to use the SIYB methodology, you may consider using selected modules of the ILO “Know about Business (KAB)” Training Set. Though KAB is conceived for Entrepreneurship education in technical vocational training, secondary and higher Education, some of its modules can be adapted to your target group.¹¹

2. When and for whom should entrepreneurship training be provided?

Entrepreneurship and vocational skills training should take place simultaneously, and if possible, basic business plans should be ready at the end of the training period

Training of the implementing agency in entrepreneurship development and follow-up of enterprise start-ups should ideally be carried out early during the vocational skills training period. This would allow project beneficiaries to receive entrepreneurship training from the implementing agency, and for that training to be coached by the master trainer during the training period set aside for vocational skills of those beneficiaries who have chosen relatively short training modalities. Whenever possible, basic business plans should be ready at the end of the training period in order to avoid slack periods between training and business start. They should, in fact, be one of the key outputs of the entrepreneurship training. In practice, however, this may not always be possible, and basic business plans, for some start-ups, may remain rather provisional. Entrepreneurship training should, therefore, take place simultaneously to vocational skills training. Entrepreneurship training given as a separate package after the vocational skills training has taken place should not be encouraged. Entrepreneurship training can easily be organized in a series of modules, and vocational skills training should be organized in such a way that allows additional sessions on entrepreneurship training to take place on a regular basis. The allotment of the entrepreneurship training modules to take place during the vocational skills training period should be decided by the implementing agency according to the training conditions that have been decided upon. The modules may be spread over the vocational skills training period chosen for short-term-training (about up to three months)¹².

11 For more information about KAB, see the ILO Small Enterprise Development web page: <http://www.ilo.org/seed>

12 Deliberately, no time limits were fixed for different types of vocational skills training in Module 4.1 on Vocational skills training, given the diversity of local conditions. However, it has been found that there is in general need for some short-term training, about up to three months, some long-term-training, which should not exceed nine months, and intermediary types of training, according to the type of training and the type of job for which the training prepares. Informal apprenticeship training usually takes longer.

Coordinating the three types of training carried out by different service providers simultaneously is of key importance

As described in the preceding Module (4.2), some of the trainees, perhaps most of them will also follow training on functional literacy, numeric skills, and life-skills training, at the same time as vocational skills training. The implementing agency will have the delicate task of coordinating three different types of training, carried out by different training providers, and which will take place over the same period of time, aware that the duration of vocational skills training may vary considerably according to the job opportunities which will have been chosen.¹³ Good coordination is of key importance for the success of the training phase.

Although entrepreneurship training is directly relevant for those intending to start an individual or cooperative enterprise, other groups should also be encouraged to participate. Some of the project's (formal and informal) apprentices may go into wage employment; while others will try to start their own business after apprenticeship. All of them should benefit from entrepreneurship training because management capacities are valuable assets, either directly for business creation, or as a supplementary asset increasing employability.

Consider providing entrepreneurship training to master craftspersons and other employers

When discussing informal apprenticeship (see Module 4.1 on Vocational skills training), it was suggested to offer participation in entrepreneurship training as an incentive for master craftspersons to accept a project beneficiary in apprenticeship. Indeed, encouraging master craftspersons to participate in entrepreneurship training increases social/community acceptance of the project beneficiaries, but it also avoids the risks of superior knowledge of apprentices, which in some past projects was badly accepted by master craftspersons and led to tensions. Participation in entrepreneurship training is of course not limited to informal apprenticeship employers, but should also be offered to employers of the formal economy. The inclusion of apprentices, master craftspersons and employers in entrepreneurship training implies that training hours (and venues) are suited to their constraints.

3. The content of entrepreneurship training

Entrepreneurship training should go beyond technical management training

In the final analysis, entrepreneurship training should go beyond technical management training; it is meant to foster the emergence of an entrepreneurial culture, irrespective of the implementation methodology you may choose. A good business plan and good knowledge of management techniques are not sufficient to make a good entrepreneur. Becoming a good entrepreneur means developing attitudes, behaviour, motivation, and cultivating certain personal characteristics. It also means having a vision of the development of the enterprise, and knowing the environment in which the enterprise evolves, as well as being able to exploit existing opportunities. Entrepreneurship training should foster an entrepreneurial culture of this nature and should not be academic. On the contrary, it should be interactive and promote technical knowledge by presenting development of real business plans. It should include business games which simulate real business situations, as well as field visits.

Entrepreneurship training should promote gender equality in business and address issues of specific concern to women entrepreneurs.

Entrepreneurship training should also promote equity for entrepreneurs with disabilities, especially women entrepreneurs with disabilities, and address issues that are of specific concern to entrepreneurs with disabilities, such as the accessibility of workplaces and workplace accommodation.

The final practical result of the entrepreneurship training component should be a basic business plan for the potential businesses.

¹³ For approximate timing of project activities, see Flowchart in Annex II.



What to do, how to do it?



Step 1: Prepare for entrepreneurship training

Select a local agency/trainer in charge of entrepreneurship training

- **Where to look for the right agency/person?** Explore local BDS providers, Chambers of commerce, Young chambers of commerce, specialized NGOs, technical cooperation projects operating in the area, and employers' and workers' organizations.
- When selecting the person/agency to whom you want to assign the entrepreneurship training component, you should **consider the following selection criteria**:
 - **Agency:**
 - verified experience (at least one year) in training and follow-up of small-scale enterprise start-ups;
 - legal entity allowing to engage in contracts;
 - ability to ensure entrepreneurship training and protracted follow-up activities of small-scale entrepreneurs, which should extend at least over two years;
 - financial and organizational sustainability.
 - **Trainer:**
 - have practical experience and not only theoretical knowledge about creation and running of small-scale enterprises;
 - be familiar with the local economic context, including networks of entrepreneurs and BDS providers;
 - be capable and willing to work with young people in general, and children and youth formerly associated with armed forces and groups in particular;
 - be familiar with cooperative principles and procedures;
 - be sensitive to specific concerns of girl/women entrepreneurs;
 - be sensitive to equity issues and specific needs of entrepreneurs with disabilities; be able and willing to strengthen self-esteem of trainees with disabilities, when needed.
- In the event that a local BDS provider has received SIYB training in the past and is certified as a SIYB trainer, you may consider subcontracting the entrepreneurship training and follow-up components of your project to him/her/the BDS organization, provided that he/she has all the necessary qualifications indicated above. **A certified SIYB trainer** has all SIYB tools and programme packages for training and follow-up at his disposal.
- For implementation of entrepreneurship training, **follow steps 2 and further**.

Decide on alternative use of the training of trainers methodology

The present module proposes the ILO SIYB training package and implementation methodology. You may of course choose other approaches. However, SIYB guarantees the quality of the training and coaching through its network of certified trainers and the provision of tools and methodologies, including "business games" that have been tested

with vulnerable groups, including your target group. Although there are over 300 SIYB master trainers globally, there are more than 6000 certified SIYB trainers spread in over 100 countries. You will always be able to find an SIYB master-trainer near to your project area.

- In the event that there is no competent agency in your project area for entrepreneurship training and follow-up of your project's enterprise start-ups, you may **contact the ILO office** of your region. The ILO office then will follow up on the organization of a training of trainers' course by an SIYB master-trainer for member/members of your own organization and/or for local BDS providers selected by you and SIYB.¹⁴
- You should, however, consider that your project, if possible together with other interested local agencies, would have to support the costs of such training and earmark the **necessary resources** in your budget. Whatever methodology you choose, entrepreneurship training and follow-up of new businesses are key elements of the entire economic reintegration project. It should not be done in an amateurish way, and requires allocation of adequate project resources.
- Organize entrepreneurship **training of trainers** by the SIYB master-trainer.
- Get contacts for SIYB master trainers in your project area by **contacting ILO-SEED Unit in Geneva**.



Step 2: Select the participants of the entrepreneurship training (final target group)

- **Entrepreneurship training should be provided to three different groups:**
 - Potential small-scale entrepreneurs (individual and cooperatives). These are the direct target group for entrepreneurship training, and training should be tailored to their direct needs, i.e. organized around the development of detailed real business plans.
 - Apprentices in formal and informal apprenticeship. Apprentices, even though they will not immediately start their businesses after the entrepreneurship training, will benefit from the training by going through all steps of the development of a business plan for future projects in form of a business development game. Entrepreneurship training also constitutes a valuable asset for the apprenticeship itself.
 - Master craftsmen and formal employers of apprentices, if they wish to participate, may do so and benefit from the training through improvement of their skills to manage their actual businesses.



Step 3: Establish the training programme and training methodology with the master-trainer or subcontracted agency

Note that in the case of the training of the implementing agency by a master-trainer, these items should be consistent with the training provided by the master trainer.

- **Ensure that the entrepreneurship training course covers the following modules or competency areas:**
 - drafting a business plan, understanding the importance of the business plan and knowing the steps to follow in order to draft a business plan;
 - drafting a marketing strategy, knowing how to carry out a market assessment and how to use market information in order to draw up the marketing strategy;

¹⁴ For contact list, see the ILO SIYB website at <http://www.ilo.org/seed>

- estimating the amount of sales;
- costing goods and services;
- planning production and purchases;
- deciding on investments, the different types of investments, calculating depreciation;
- calculating profits;
- payment of taxes (VAT);
- deciding about the legal form of the business, including a cooperative structure (see Module 5.2 on Cooperatives);
- getting a clear idea about the licenses and permits needed;
- assessing the environmental impact of the planned business: this aspect has been largely neglected by traditional entrepreneurship training (and entrepreneurial practice in informal economy small-scale enterprises). Growing recent awareness about the environmental impact of enterprises should be clearly reflected in the training;¹⁵
- forecasting finances, including the use of basic accounting tools;
- assessing and preventing occupational safety and health risks, including improvement of workplace environment and productivity (see presentation of “WISE” in Module 8.2);
- basic financial education (see Module 5.3 on Access to financial services);
- cooperative principles and procedures (see Module 5.2 on Cooperatives);
- separating family affairs and business: experience in economic reintegration projects of children formerly associated with armed forces and groups provides evidence for the critical importance of this issue, which includes theoretical understanding of the necessity to separate both spheres and accounting tools to do so, as well as sensitization to the need to resist pressures from family and friends, which may be particularly strong in the case of children/youth, and even more so for girls;
- planning staff needs: staffing needs may not be an immediate issue for the potential small-scale entrepreneurs. However, statements of young entrepreneurs all over the world indicate that staffing is one of their most difficult management problems. The more the economy is formalized, the more the problem is complicated;¹⁶
- consideration of issues of specific interest to girl/women entrepreneur¹⁷: entrepreneurship training should cover issues like the rights of women entrepreneurs to equal access to property, financial and business support, and business opportunities. The ILO WEDGE (Women’s Entrepreneurship Development and Gender Equality) programme has developed a series of tools in the field of enterprise management training for women. See especially ILO: *Gender and Entrepreneurship Together: GET Ahead for Women in Enterprise*, Bangkok, 2004, a training package for poor women engaged in or wishing to start a small-scale business. It is a complete entrepreneurship training guide that differs from others by the fact that it treats entrepreneurial skills from a gender perspective.



See Tool 2: Background Paper: Gender and Entrepreneurship Together: GET Ahead for Women in Enterprise.

15 See for instance UNEP/ILO/IOE/ITUC: *Green Jobs: Towards Decent Jobs in a Sustainable, Low-Carbon World*.

16 See U. Schoof, op.cit., p. 60.

17 See documentation and tools provided by ILO Women's Entrepreneurship Development and Gender Equality programme (WEDGE) at <http://www.ilo.org/seed>

- consideration of issues of specific interest to entrepreneurs with disabilities. Entrepreneurship training should cover issues like adjustments in the social, training, work and built environment, and the potential of cooperatives for disabled entrepreneurs.

Training methodology and tools

- The training methodology **will vary according to the option chosen under Step 1**. Under Option 1 (training of project beneficiaries subcontracted to a specialized local agency), all following training activities will be directly implemented by this agency, in coordination with the project-implementing agency. In case the implementing agency has initially been trained by a master-trainer (Option 2, which will probably be, as indicated above, the most common option), the master-trainer should coach the implementing agency in its first round of entrepreneurship training carried out for the project beneficiaries. Coaching by the master-trainer should correct errors and misunderstandings of the implementing agency, but more importantly, check and improve the implementing agency's capacity to promote an entrepreneurial culture among project beneficiaries and behaviour patterns that go with it, which is particularly important for the quality of the follow-up services the implementing agency will provide to the business start-ups in the next phase. As the master-trainer will only be present at the project site for a limited period of time, all further training and follow-up (see Module 5.1) will be carried out by the implementing agency alone.
- Entrepreneurship training (Options 1 and 2) should not be structured as a theoretical course, but be organized in modules around the **step-by-step development of individual business plans**, and thus apply generic knowledge to the specificity of the training needs arising from the individual business projects.
 - Entrepreneurship training should be interactive. Business games and exercises should be used to simulate real business situations and to give the opportunity to apply acquired theoretical knowledge immediately in (simulated) practice.
 - Entrepreneurship training should combine phases of classroom training, technical, economic and commercial data collection on the ground, presentations by external economic actors, including established businesspeople, and elaboration of a business plan. Given the generally poor educational background and lack of formal training habits of the target group, such training modalities should be carefully adapted to their situation. Motivation should not be depleted by ill adapted classroom training methods.
 - Entrepreneurship training should be accessible to different educational levels represented in the group of trainees, including a methodology adapted to poorly literate trainees; if necessary, provide two different courses according to different educational levels, or individual catch-up sessions.¹⁸
- **Ensure gender equality and consideration of gender issues** in the training:
 - Participation of girls and young women on an equal basis.
 - The possibility for girl trainees to voice their opinion about training content and methods, including the consideration of issues of specific interest for girls and young women entrepreneurs in the training.

¹⁸ The ILO SIYB methodology includes a module "SIYB or GERME Level One" which promotes an integrated entrepreneurship development approach for poor and illiterate people. It borrows from the existing packages, responding to each stage of business development: business idea generation, preparation of the business plan, and start-up and consolidation. It thus covers all aspects covered by the general SIYB programme. In the Level One user manuals, text is replaced by images and illustrations.

➤ **Ensure participation of beneficiaries with disabilities:**

- Participation of trainees with disabilities on an equal basis requires reasonable accommodations of the training environment, including accessibility of training place and training methodology, for example ramps, translation into sign language, large print (or eventually Braille) textbooks.
- Ensure the possibility of trainees with disabilities to participate in the planning of entrepreneurship training and to voice their opinion about training content and methodology.
- Consider that some trainees with disabilities may also need medical rehabilitation during the training period. Training hours should be adapted to such specific needs.
- Encourage self-esteem of trainees with disabilities, when needed.

➤ Provide an **end of training certificate** to all participants, including master craftpersons and employers.



Step 4: Determine the training plan: distribution of training modules over the training period

- As entrepreneurship training is going to be combined with vocational skills training, the **training period** should not exceed the short-term skills training period, i.e. about three months¹⁹.
- If **technical, economic and commercial data** collection on the ground is part of your programme, this activity should in any case actively involve the implementing agency. Even if entrepreneurship training has been subcontracted, involvement of the agency is important as it allows networking with local economic actors and thus emphasizes the agency's intermediary/facilitator role. The implementing agency should accompany the trainees on the ground and check the reliability of the data collected. In the last phase of the entrepreneurship training, beneficiaries should be assisted in completing and fine-tuning the different parts of their business plans and at the same time be introduced to the practical application of essential management concepts and tools. The data collection phase on the ground, if included in the programme, should not be long, in order not to interrupt skills and entrepreneurship training.
- **Other, external economic actors should be encouraged to get involved** in the entrepreneurship training, such as providers of financial services, legal and fiscal advisors, and established local entrepreneurs to talk about their experience. Involvement of established entrepreneurs may also provide opportunities for subsequent mentorships (see Module 5.1 on Follow-up). Intervention of external economic actors should be managed by the implementing agency.



Step 5: Coordinate entrepreneurship training with vocational skills training, informal basic education and life-skills training

- **Define training hours and venue convenient for all participants.** Participants in the entrepreneurship training will find themselves in different types of vocational skills training, including vocational training centre (VTC)-based or NGO-based skills training, or in apprenticeship in different informal economy workshops and formal

¹⁹ See Flowchart in Annex II.

enterprises, or will work as independent artisans or employers. All of them will have different time constraints, and their work- or training-places may be scattered over a considerable area. In addition, some of the trainees also follow parallel functional literacy and numeric skills training.

The implementing agency has the task to coordinate all these constraints and to elaborate a training plan convenient for all of them.



Step 6: Monitor participation of trainees in entrepreneurship training

- The implementing agency is responsible for ensuring the regularity of the training sessions. If training is provided by a subcontracted agency, the implementing agency should **check regularity and progress of training** through visits during training sessions and not rely only on reports of the agency/person in charge of the training.
- **Regularity of participation of project beneficiaries should be registered** in the **individual monitoring forms** drafted at the end of the vocational orientation phase (see Module 3).
- **The final output** of the entrepreneurship training course should be a basic individual business plan for all potential small-scale entrepreneurs. The **business plans** should be examined during the training period concerning their:
 - economic viability;
 - market compatibility;
 - technological manageability;
 - cost-benefit performance;
 - further employment impact;
 - environmental impact;
 - absence of barriers (or inclusion of strategies to overcome such barriers) for girl/women entrepreneurs.

The individual business plans will be the basis for the subsequent follow-up support during start-up and consolidation of the new businesses.



Tools (see full text in CD-ROM)

Tools for entrepreneurship training are generally complete training packages that should only be used as such, and in an institutionalized setting that ensures the stable quality of the training programme.

ILO has developed, and implemented in many parts of the world, the following training programmes that may be used by your project, according to the procedures set up by ILO and described in this module. The programmes are based on the evidence that identification of a business idea, development of that business idea up to a detailed business plan, management training of the potential entrepreneur and follow-up during start-up and consolidation of the business are only different stages of one single process that should be treated in a coherent manner. They therefore cover the subject matter of the present and the subsequent module and parts of Module 3 on Vocational orientation.

■ **Start and Improve Your Business (SIYB)** covers the following sub-modules:

- Generate Your Business Idea (**GYB**) corresponds partly to Module 3 (Vocational orientation) of the present Guide.
- Start Your Business (**SYB**) corresponds to Module 4.3 (Entrepreneurship training) of the present Guide.
- Improve Your Business (**IYB**) corresponds to Module 5.1 (Follow-up of small-scale enterprises during start-up and consolidation) of the present Guide.
- Expand your Business (**EYB**) goes beyond start-up and consolidation, but may be relevant for project follow-up and evaluation.
- Improve Your Work Environment and Business (**I-WEB**) covers parts of Modules 5.1 (Follow-up of small-scale enterprises during start-up and consolidation) and 8.2 (OSH).
- **SIYB Level One** covers SIYB for poorly literate trainees.

■ **GERME** is the francophone version of SIYB.

■ **KAB Know About Business** is a training set for entrepreneurship education in Technical Vocational Training and Secondary and Higher Education, which makes it probably difficult to use in the context of reintegration projects for your target group. However, some modules may be adapted to be used in the context of your project.

■ **Gender and Entrepreneurship Together: GET Ahead for Women in Enterprise** is a training package for poor women engaged in or wishing to start a small-scale business. It is a complete entrepreneurship training guide that differs from others by the fact that it treats entrepreneurial skills from a gender perspective.

The two following tools provide useful background information on SIYB and GET Ahead:

1. Start and Improve Your Business
2. Background Paper: Gender and Entrepreneurship Together: GET Ahead for Women in Enterprise

Tool 1. Start and Improve Your Business

The Start and Improve Your Business (SIYB) training programme is an ILO management-training programme for small businesses. It develops and strengthens basic management skills. The programme provides a comprehensive set of training materials for various target groups in the small business sector. It also provides a wide variety of supporting mechanisms and materials for trainers to conduct training and follow-up, and for institutions to monitor and evaluate their own programmes.

Many years of ILO experience in implementation and institutionalization of national Start and Improve Your Business programmes, primarily through ILO projects, have contributed to the high quality of the programme: in total, the programme has been introduced in over 80 countries worldwide.

Few small enterprise development programmes are simple and clear enough to be easily understood by people who have not been exposed to business training, and yet still communicate the basic management skills required by entrepreneurs to start and run small businesses successfully.

The SIYB programme attempts to fill that gap.

This brochure contains detailed information on:

1. The ILO strategy for implementation and institutionalization of the programme;
2. The contents and methodologies of training and supporting materials;
3. The global coverage of the programme.

The ILO International Small Enterprise Programme

The Start and Improve Your Business programme packages and related services are part of the ILO International Small Enterprise Programme (ISEP). The ILO ISEP Programme strives to assist member countries in their efforts to meet the global employment challenge by creating sustainable quality jobs in the small-scale private enterprise sector.

At a time when the absorptive employment capacities of both the agricultural, public and large-scale enterprise sectors have reached their limit in many countries, it is clear that most future jobs will need to be created in the small-scale enterprise sector. The ILO's Start and Improve Your Business programme is aimed at providing a comprehensive set of training packages and supporting tools that can be used by institutions with a commitment to supporting the small-scale enterprise sector.

The SIYB programme has been designed to provide a sustainable and cost-effective method to reach substantial numbers of small-scale entrepreneurs and provide them with practical management skills needed to enhance the competitiveness, profitability and growth of their enterprises.

ILO carries out ongoing applied research to continuously develop the programme to reflect the latest lessons learnt around the world and to ensure that these improvements are made available to the growing global network of participating institutions.

Target groups

The Start and Improve Your Business programme is a system of interrelated training packages and supporting materials for small-scale entrepreneurs in developing and transition countries. The programme provides institutions or individuals who are involved in start-up or management skills development for small businesses with a comprehensive set of materials, aimed at a variety of target groups, business extension and follow-up training, and programme monitoring and evaluation.

Materials currently available

The Start and Improve Your Business programme currently provides the following materials, which are presented below:

- 'Start Your Business' for those starting a business;



- 'Improve Your Business Basics' manuals for small-scale entrepreneurs with limited prior exposure to business training;
- 'The Business Game', which provides a practical and lively experience of managing a business in a game situation. It is used in training for both new and existing businesses;
- 'Know About Business', an extensive entrepreneurship awareness package for young trainees at vocational and technical training institutions.

Examples of adaptations:

- The Improve Your Business Basics manuals for Eastern and Southern Africa, available in English, Portuguese and French;
- The Start Your Business package, adapted for the South Pacific region and for Eastern, Western and Southern Africa, respectively;
- The Improve Your Business Handbook and Workbook, translated into over 30 languages;
- Sectorised adaptations of IYB for specific business sectors such as the construction business (Improve Your Construction Business – IYCB).

Supporting tools for trainers and implementing organizations:

- The Monitoring and Evaluation System that provides tools for the continuous assessment of programme impact;
- Business Extension Services that provides methods for follow-up training and advice;
- The Promotional Kit that contains various tools to allow participating organizations to promote the programme in a professional and responsible manner (videos, press releases, etc.);
- The Trainer's Guide that provides guidelines on how to organize and conduct various training activities;
- The Training of Trainers Kit for Master Trainers certified by the ILO;
- A Guide to Production of SIYB Training Materials, which facilitates, for example, adaptations and translations.

How the packages are used

ILO experience from introducing the Start and Improve Your Business programme around the world indicates that to reach high levels of sustainability and cost effectiveness, the Programme must be institutionalized at the national level. An important part of the programme is therefore concerned with providing initial assistance to the institutions which participate in the programme so that they are able to fully support all aspects of the programme at high levels of technical and financial sustainability.

As part of the institutionalization process, ILO projects introducing the programme concentrate on training of trainers and master trainers to create a professional pool of trainers at the country level. The programme is therefore particularly suitable for organizations that are already involved in small enterprise support, such as small enterprise development organizations and employers' organizations that have the human and financial resources to implement the programme independently.

Details on the training materials

A recent component of the programme is 'Know About Business' (KAB). KAB aims at creating awareness of entrepreneurship and self-employment as a career option, particularly for trainees in vocational and technical training institutions. It provides knowledge of the required attributes and challenges for starting and operating a successful business.

The 'Start Your Business' (SYB) package develops the skills necessary for starting a small business. SYB uses participatory training methods and brings together basic theory, relevant information and practical activities. The course is a cost-effective means to help potential entrepreneurs think systematically

through the most important issues related to starting a business. One practical result of the training is a business plan for the potential business, in a form that can be presented to a credit institution.

'Improve Your Business' (IYB) is a separate but interlinked component that can supplement the SYB training. The 'IYB Basics' manuals cover the essentials of basic business management, e.g. marketing, costing, pricing, basic record keeping, buying and selling. The materials are highly flexible and adaptable to the specific training needs of the target group. The manuals use a learning methodology specifically meant for small business owners with relatively low formal education. Topics are presented using step-by-step explanations with a large number of illustrations to bring out real-life situations that the entrepreneurs can identify with.

Support tools

The Business Game is a recent member of the Start and Improve Your Business training family. It is used in both Start Your Business and Improve Your Business training. The Game is an excellent dynamic tool for creating a simulated environment where the trainees can experience the consequences of their business decisions.

Business Extension Services is a system for follow-up training and advice after the initial training for entrepreneurs. The system consists of interventions varying from refresher training to group-based and individual counselling.

The Monitoring and Evaluation System provides clear standard tools for the evaluation and monitoring of training programmes and follow-up services. In addition to allowing institutions to closely monitor their own performance, it is also a useful tool to assess the training needs of entrepreneurs, as well as to assess the need for follow-up activities.

The Promotional Kit provides various promotional tools, e.g. brochures, video materials, posters, sample press releases, etc., that can be utilized by partner institutions in their relations with potential clients and donors.

The SIYB Trainer's Guide provides trainers with a comprehensive and easy to understand tool to organize and conduct SIYB training. The Guide includes a great number of practical tips for promoting, selecting, organizing and concluding SYB and IYB training. It also contains suggestions for follow-up activities by providing guidelines for assessing the need for follow-up, and organizing and conducting follow-up services. It also includes guidelines on how to use the Monitoring and Evaluation System (see above).

The SIYB Training of Trainers Kit is the tool for SIYB Master Trainers that has been certified by the ILO. The Kit comprises all the materials necessary to conduct Improve Your Business training of trainers.

Programme design

The national programmes design their own Start and Improve Your Business programmes by adapting the components already developed. This will enable the national programmes to have their own Start and Improve Your Business training programmes fitted to their specific needs.

National Advisory Board:

Experience has shown that institutionalization requires a network of interrelated institutions each assuming specific roles in the implementation of the programme. Below is a description of an example of an institutional framework for a national Start and Improve Your Business programme.

Junta Nacional de Consulta:

- Comprising experts from government, non-government organizations (NGOs) and the private sector;
- Leadership with regard to the policy and strategy for the national Start and Improve Your Business programme;
- Coordination of the development, translation or adaptation of the material, and adaptations for sub-sectors, etc.



Focal Point:

- Coordination and promotion of the Start and Improve Your Business programme;
 - Training of Master Trainers;
 - Training of Trainers;
 - Linkages with the ILO;
 - Promotion of networking between the user organizations.

User organizations:

- Organizations with experience in small enterprise training;
- Training of entrepreneurs and follow-up services, as part of their regular training programme;
- Monitoring the performance of trainers and entrepreneurs.

Adaptation/translation and copyright licensing

The ILO encourages the adaptation and/or translation of any of the materials of the Start and Improve Your Business programme to the specific conditions of a country. Such adaptations should be based on the international editions of SYB or IYB. The 'Guide to the Production of SIYB Materials' can be useful for the adaptation process. However, as ILO publications enjoy copyright, authorization to adapt or translate materials needs to be obtained from:

Publications Bureau, Rights and Permissions, ILO, 4 Route des Morillons, CH-1211 Geneva 22, Switzerland

ILO will technically screen the translation or adaptation prior to granting the right for publication. To benefit from the vast experience of the ILO's use of the programme all over the world, a close cooperation with the ILO is recommended for the preparation and implementation of local SIYB activities.

Tool 2. Background Paper: Gender and Entrepreneurship Together: GET Ahead for Women in Enterprise

1. The Enterprise Life Cycle from a Gender Perspective

1.1 Introduction

Women create their own businesses for a wide variety of reasons. In the GET Ahead training, you will meet mainly two groups of women entrepreneurs, namely:

- Women entrepreneurs who provide for their subsistence or out of tradition. These women have to cover the basic needs of their family and do business 'as a last resort' (sometimes called 'survival entrepreneurs').
- Women entrepreneurs of the 'new' or 'modern' type. These women have chosen business as a career, and they are using their skills, and competencies at their own conscious choice (sometimes called 'growth-oriented' entrepreneurs).

The life of an enterprise can be compared to the life of a person, a river or a tree. This model is known as the Enterprise Life Cycle (ELC). During training or any other business development activity, the Enterprise Life Cycle approach can make people aware of the different business activities that occur during each of the stages. It can also prepare business owners for what is likely to happen at later stages of the life cycle. This paper outlines the steps of the Enterprise Life Cycle and examines the particular gender aspects (or interfaces) that are likely to arise at each of the stages.

2. The Stages of the Enterprise Life Cycle (ELC)

2.1 The planning and preparation stage

In general, women face more difficulties than men throughout the whole Enterprise Life Cycle. One of the most difficult periods facing women entrepreneurs tends to be at the planning and preparation stage. This first stage is often characterized by the following features:

- Women tend to have more restricted **choices of business** compared to men. This is due to a number of reasons:
 - Women generally have access to a narrower range of education, training and skills opportunities, particularly in the field of technical skills, because in many societies technology is not seen as appropriate for women from their earliest years at school.
 - Conflict arises because of the many demands on women's time. They have income-earning duties (often referred to as productive roles) and they need to do most of the unpaid duties, looking after the household and family care (often referred to as reproductive roles). This limits their opportunities in choosing the type of business and the number of hours they can work in it. Also, because of their multiple responsibilities, women are usually more cautious in calculating business risks as compared to male entrepreneurs because they balance the risks to the business with the risks to the family.
- There are dominant stereotypes about 'female' business activities. Sometimes, people show disrespect and make it difficult for women to succeed in men's jobs and businesses.
- At the early stages of starting a business, many women lack self-confidence, resources and contacts to exploit opportunities quickly and effectively, even if they know such opportunities exist just like men.
- There are often additional mobility restrictions for women because of cultural norms and personal safety considerations.



- Women often face obstacles when trying to get **family support** for their business launch. This can be for a number of reasons:
 - There are expectations that women perform reproductive roles exclusively and that they should behave 'properly' as women within the home, family, community and society.
 - The idea of women in business conflicts with the notion of men being seen as the main breadwinners. However, this idea is not in line with reality given that there are many female-headed households and many women actually earn more than men, especially if they have a successful enterprise.
 - There is still a lack of acceptance of women in business. Their interest in business may be viewed and disregarded as 'hobbies' by family members.
 - The business success of women entrepreneurs may lead to jealousy. Envy is sometimes shown by family members.
 - There can be misuse of the money brought home by women entrepreneurs. Women's business success can sometimes lead to a decrease in contributions by men in their households. In some cases, men may even give up working completely, or may want to take over the business.
 - Many people underestimate women's capacity and ability to run a successful business.
 - A general fear of failure faces many women entrepreneurs: When a man fails, it is due to the business environment. When a woman fails, it is because she is a woman!
- Women in many countries face difficulty in having **access to and control over resources** for their business because of a range of factors:
 - There can be legal and customary or traditional restrictions on women's ownership of, and control over, physical assets such as land and premises.
 - There can be limited employment opportunities for women in the formal labour market, resulting in fewer opportunities to save money for a business investment, and less exposure to business contacts, networks and experience.
 - Women have limited access to finance and related financial advisory services due to various legal and customary restrictions on women, most importantly their lack of property and thereby lack of collateral for loans.
 - It is not easy to access business information from suppliers, subcontractors or business services suppliers because women are often not perceived as entrepreneurs and decision-makers by these actors, most of whom are men in many societies.
 - Women have the additional role of catering for day-to-day expenses and looking after the basic needs of their family. Business resources may be used for family survival, sometimes to the extent that the business is unable to survive.
- Women face difficulty in joining **business networks** due to the following reasons:
 - They may have little previous experience in the particular industry or sector of their choice. As a result they may have difficulties in accessing established networks of suppliers, competitors, customers and other business industry associates, as well as associations.
 - Women are often excluded from male-dominated formal and informal networks (for example, business chambers, sport clubs or karaoke bars).

2.2 The launch or start-up phase

- Women entrepreneurs have to know and decide many things when starting their business:
 - Where to locate the business: in a market or industrial area or at home? Many women have a business close to or at home because they can then combine household and family care more easily with income-earning.

- How to mobilize resources, including finance for their business? Women entrepreneurs need to be aware of all sorts of formal banking facilities as well as services by non-banking financial institutions such as microfinance schemes or credit unions. They need to be aware of the borrowing requirements.
 - How to formally register their business operation and what are the benefits of registration? Women must know about current laws and regulations affecting their trade, e.g. health requirements for food-processing. At the same time, they must also know about registering the business, its name and its ownership. They need to be aware of their rights to protect themselves and their business from discriminatory or unlawful practices.
 - Where to obtain the necessary information about their market(s)? They should know about potential suppliers (names, terms of business, ordering procedures). They should also know how to estimate their market size (potential customers). Information-seeking requires a good deal of self-confidence, communication skills and persistence in establishing contacts with local suppliers and customers, bank managers and local officials.
- Women entrepreneurs have to make practical plans to be able to leave the home, and their household and family tasks when they need to look after their business. This could include:
- Planning for appropriate child-care facilities (e.g. obtaining assistance from family members; government or private child-care facilities).
 - Taking account of any major events in her personal or family life that might make it difficult for her to concentrate on business activities (for example, jobless husband; serious illnesses, such as HIV/AIDS; elderly parents; young children). Many first-time women entrepreneurs will begin a delicate balancing act which involves managing both family and enterprise activities, and separating family cash from business money.

2.3 The growth and expansion stage

The possibility of growing one's enterprise is a choice and an option open to many women entrepreneurs. However, there are some women entrepreneurs (more so than men, it is commonly believed) who are comfortable with their current level of operations and do not aspire to grow. They have achieved what they wanted, and they see that as success in itself. A growth orientation should not be imposed on these "successful" women entrepreneurs, nor should their success be diminished in any way through comparisons with those who want to grow their business.

Once the business starts functioning and shows signs of success, it should become easier to manage. This can be because the attitudes of others become more supportive both in the family and community circles. Some of the obstacles experienced by a woman entrepreneur may become lower once she acquires a good reputation and gains respect from customers and peers in the same industry (suppliers and competitors), as well as from her family and community. However, it is also true that as the business grows, jealousy and harassment from other businesspeople and from officials (especially men) can occur. In addition, the increased profile and (presumed) increased wealth of the woman entrepreneur who is experiencing success and growth, may lead some male family members to want to take over the business and maybe even take it away from her. They can react by taking control, by withdrawing their contributions to household income, or by giving up their work completely. This would result in placing added burdens on the earning power of the woman entrepreneur.

As the enterprise grows, the woman entrepreneur may find that it is no longer feasible to locate her business at home. She might have to acquire or rent special work-space or retail space in a commercial area. She will also find herself in a situation where she needs to employ and manage workers, maybe for the first time. She will encounter new challenges in recruiting and managing these workers, as well as in meeting the weekly or monthly expenses for paying wages and salaries.

Many women are reluctant to grow or expand their businesses, if this conflicts with their reproductive roles. Women are said to be more risk-averse than men due to the way they balance risks in the business with the risks to the family. Keeping the business small is often perceived negatively as so-called 'low growth' or 'no growth' enterprises. Advisory and financial support agencies often give biased appraisals, such as: 'it is not worth supporting this business, it is for survival only...'. But women often consciously plan to have a business of a manageable and comfortable size where risk can be minimized and where



accumulated family resources and wealth are not over-exposed. Even where they are in a position to expand, many women entrepreneurs wish to do so only in such a way that they are able to balance their business and other interests in life.

However, there is an increasing body of evidence that demonstrates that women's enterprises are growing at a faster rate in terms of turnover, profits and employment than male-headed enterprises. Much of this evidence is coming from countries such as Canada, Europe and the United States, where the playing field for women entrepreneurs is more equitable – even though they are still likely to experience bias in their business dealings. This can be due to the 'glass ceiling'¹ phenomenon, in other words, gender-biased behaviour against women as business managers and bosses.

At the growth and expansion stage of their business, women entrepreneurs are likely to experience a range of both positive and negative factors, including some of the following:

- People become more supportive once they see a businesswoman is doing well.
- Other businesspersons might become more ready to accept them as equals and, as a result, give them more respect.
- Support networks and associations of women entrepreneurs can play an important role in assisting the woman as her business experiences growing pains.
- The chances of getting financial support increase.
- Difficulties in getting financial support can remain as the negative attitudes towards women in business will not be completely overcome.
- When women juggle with their parallel roles as entrepreneurs and mothers or homemakers, male partners and children might complain they are being neglected. A very busy lifestyle can result in health problems and mental/ psychological stress.
- Male partners could withdraw their support, or even become antagonistic, as they see their wife's success as a challenge to their status as the household breadwinner. There might also be jealousy shown by male family members.
- Some men operating similar types of business could become jealous at the success of the woman entrepreneur, and they could insist on excluding her from the existing business and social circles, which are often male-dominated.
- Some people might spread rumours that the successful woman entrepreneur has succeeded by using her sex to obtain favourable treatment. Or, she may be treated as 'unsexy', frigid and hysterical because she takes things (too) seriously.

2.4 The maturity stage

At this stage, the woman entrepreneur will have achieved a considerable amount of success. She will have established her business and seen it grow over a period of time. She will have gained acceptance among the business community with suppliers, customers, competitors and other businesses. She may have joined a business association, such as an employers' organization or an association of women entrepreneurs.

Some women entrepreneurs, at this stage, may also become active in encouraging and supporting other women to start a business, through their involvement with women entrepreneur associations, or by providing mentoring services. They may also act as a positive role model to inspire other women.

However, women entrepreneurs may also need to reassess their business operations and take stock of their enterprise's progress and growth, so as to decide how they would like their future to be: Do they want the business to stay the same, grow further, or diversify into other types of enterprises? They might also have to review their public and private roles, as well as the state of their balancing act between their productive and reproductive roles. They may need to think about succession strategies for their business, by incorporating their daughters and sons as well as other family members into their plans with a view to wind up their own involvement in the business at some future date.

1 Wirth, Linda: Breaking through the glass ceiling. Women in management. ILO 2001.

2.5 The decline or 'rebirth' stage of the business

When business begins to decline, it is crucial for women entrepreneurs to have knowledge and awareness of the availability of the full range of choices and options, other than staying in the business. Business trainers, advisors and counsellors who provide business development services (BDS)² should assist those women entrepreneurs who fail in business even at a mature stage, so that they can maintain their self-confidence – a business liquidation can occur to everybody! Help will often be needed with the identification of other viable options for income generation, such as wage employment or a new business opportunity.

Women entrepreneurs who fail often receive different reactions and treatment as compared to unsuccessful businessmen. When women fail in their business, people tend to think that it demonstrates women's inability in business in a generalized way – the 'we told you so' type of reaction. Although a businesswoman can become a respected role model if she succeeds (often with comments such as 'an excellent businesswoman and at the same time devoted wife and mother'), she also can be used as a bad role model if she fails. Businesswomen are rarely seen purely in terms of their achievements: their sex matters in many people's eyes and they end up being treated as representatives of the female sex. By contrast, when a man fails in business, a list of legitimate business excuses for the failure is regarded as acceptable, citing 'poor economic conditions' as the reason for closure.

3. Good Practices in Women's Entrepreneurship Development

3.1 Role models, counselling and mentoring

Role models: Successful businesswomen are not only encouraging examples for other potential businesswomen, but can also influence other people to give support. For example, a businesswoman who has grown-up children with decent education and careers can demonstrate to women and men alike that having a business does not mean neglecting one's children. In Sri Lanka, for example, the ILO has assisted in a video programme on women entrepreneur role models entitled "If they can do it, I can too", to be used as a promotional and a training tool. Role models are important as they can help women to be able to break out of stereotypical gender roles, such as staying at home, or only being involved in feminized economic activities, such as cooking and tailoring.

Counselling and Mentoring: Personal counselling is usually provided by established women entrepreneurs to women who want to start a business, or by senior women managers to younger ones. Counselling and mentoring offer an opportunity to less experienced or insecure women who can talk to very experienced and self-fulfilled women (often retired) in a systematic manner, working through the problems and dreams that the emerging businesswomen will probably have. For example, such services are provided in India, by the Association of Women Entrepreneurs of Karnataka (AWAKE), or in Jordan by the Business and Professional Women Association (BPWA).

3.2 Building women entrepreneurs' self-confidence

Internal barriers to women's entrepreneurship can sometimes be as significant as external ones imposed by the family, the local community and society at large. Women sometimes doubt their own capability in business and lack the self-confidence to speak out, stand up and start their own enterprises – even when it is their greatest desire. Most of the time women's restricted access to education, skills and work experience has a negative impact on their self-confidence. If a woman does not have the practical skills needed for business, some form of support in skills and business training could give her self-confidence a boost.

In order to build up their self-confidence, (potential) businesswomen have to identify what they are lacking and work out how to fill any gaps. This can best be done step-by-step by identifying what is necessary at each level in the development of an enterprise, and making the necessary preparations before progressing to the next level.

From a longer-term perspective, girls grow up in a context of gender stereotypes in education curricula and school textbooks, as well as in their "choice" of academic subjects. Investment in the education of young girls is key to open a broader choice of occupations to women.

2 For more information on BDS, see <http://www.ilo.org/dyn/bds/bdssearch.home>.



Exposing girls to a wide range of women entrepreneur role models (businesswomen), can help to develop a positive and acceptable image of entrepreneurship for young women. This might motivate them to go for higher levels of education and a broader range of skills training. If self-employment is described as an attractive, realistic and viable career option, young women would become more aware of entrepreneurship as a dynamic and fulfilling option in life – whatever course of action the girls and young women may decide upon in their future careers.

To this end, special initiatives to promote entrepreneurship for girls exist in some countries, targeting the parents as well as the girls and young women themselves. In the United States, for example, a project called 'An Income of Her Own' promotes teenage girls' aspirations for business. This is now known as Independent Means Inc. ('Girls, Money, Power ...'). The project operates summer work camps in entrepreneurship for young girls which includes extensive interaction with established businesswomen and role models (Kantor, 2001)³.

3.3 Reassessing the division of labour and power relations within the household

Women's work in the household is largely taken for granted, and its economic value is not recognized in the overall economy. As a result, women's multiple tasks are not considered as a real and additional burden while she develops and grows her business. In addition, in many societies, a man is considered as the head of the household and the chief breadwinner, even if he is unemployed. If his wife earns more than he, and is more successful, he might reject her as he perceives it as undermining his power.

Support for existing and potential women entrepreneurs needs to take account of the prevailing gender relations and traditional and cultural norms, identify significant barriers, and then work for the improvement in women's work and livelihoods. In microfinance for example, lending arrangements with women entrepreneurs can involve the spouse/partner in helping to understand the important contribution that the loan can make to the household and family (Tanzania).

Some development projects fail because they have not taken gender relations seriously. In one project in Indonesia, a group of women was supported to form their own cooperative and their own workspace. But, as the men became jealous of the extra demands that the cooperative made on the women's time, they burnt down their workplace. In another project in India, local women created a new enterprise in home-based production – without taking account of their existing reproductive and household workloads, or without altering the work contributions and responsibilities of the menfolk in the village. Their business was not successful as these women ended up being too busy to take on more work.

Husbands may assume less responsibility for the well-being of their family, and rely on their wives in this regard. Sometimes, out of resentment they might withdraw their contributions to the household income, especially when the wife begins to earn her own income. In other cases, husbands might try to take over the wife's business when it grows, even though they may have little or no business experience. Ideally, husbands and other male family members could become more involved in sharing domestic roles and responsibilities when the women are economically active. Therefore, it would be useful to involve male family and community members in training for women to make them more aware that a successful woman's business helps in improving the quality of life of the family and the community.

In many cases women entrepreneurs may get support for childcare from other family members or relatives, especially female members such as mothers, sisters and older daughters. In the Philippines, because of the extended family structure and the tradition of women's participation in economic activities, businesswomen have relatively easy access to assistance from other female family members. Whilst it may be a good thing that family members are supportive, this could also lead to children dropping out from school to fulfil these roles, especially in the case of girl children (DFID, 2000). In some countries domestic help can be employed at an affordable cost, thereby enabling the women entrepreneurs to pursue their business activities.

Many women choose entrepreneurship over employment outside the home to be better able to balance their work with their reproductive roles (Mayoux, 2001)⁴. At the same time, however, working from home could cause problems, such as very long working hours without rest, and frequent interruptions to the

3 Kantor, Paula, 2001: Promoting Women's Entrepreneurship Development based on Good Practice Programmes: Some Experiences from the North to the South, SEED Working Paper No. 9.

4 Mayoux, Linda, 2001. Jobs, Gender and Small Enterprises: Getting the Policy Environment Right, SEED Working Paper No. 15.

work pattern. There are occasions where the spatial separation of work and home could be physically and mentally healthier.

There are many mechanisms that have been tested and that should be replicated further to assist women in establishing and running their own enterprises. The provision of childcare facilities, specialized incubator units to cater for the needs of emerging women entrepreneurs, the creation of women's business centres, and promoting groups, associations and cooperatives of women entrepreneurs can contribute much to improving the situation facing women in business. Where possible, these initiatives should be carried out in a manner that elicits the support and involvement of the husband and other family members.

3.4 Moving beyond traditional female roles

The experience of going to the market can be a completely new one, and can be a boost for the self-confidence of women. If they face mobility constraints due to cultural and personal safety reasons, going outside of the home for trading or business purposes could prove a real challenge. In the case of a women's micro-enterprise promotion project in silk-reeling in India, the husbands escorted and picked up their female partners to and from the bus stop so that they could go to the market (DFID, 2000). This was necessary because culture forbade them to have external contacts on their own. However, the husbands got tired of escorting their wives as they had to walk two hours in the night, and the men gradually took over the role of going to the market.

As an example of providing assistance to businesswomen in non-traditional sectors, CRASFORM (Italy) works on women's entrepreneurship in the architecture and building sectors. As these sectors are traditionally male-dominated, it mobilizes women architects and engineers who have had difficulty in finding jobs. It supports and promotes them in environmentally friendly building renovation (Kantor, 2001). It is also felt that many business opportunities exist in new and emerging sectors, such as information and communication technologies, as these sectors do not yet have any established gender-based patterns of employment, and they provide more genuine equality of opportunity for women and men.

3.5 Effective programmes of practical business support

Apart from training in technical and business skills, businesswomen need practical support such as counselling during the preparation of business plans or loan arrangements. Such support measures can take various forms:

- Start-up (incubator) units equipped with workspace, machinery and lower price structures for electricity and rent (for example the food processing support unit set up by AWAKE in India, or a cross-sectoral incubator in Kyrgyzstan that provides space and technical support for women businesses that hire unemployed women).
- Training and counselling services for women start-ups (example: the Women Entrepreneur Development Programme in Bangladesh, Karim, 2001; examples from the United States of incubator units mainly aimed at women entrepreneurs: Kantor, 2001).

In terms of training, many agencies have developed special training manuals on Entrepreneurship Development for Women (see list of references). The ILO has developed manuals and programmes aimed at rural women in micro-enterprise development in East Africa (Action to Assist Rural Women, 1996), or training of trainers programmes in several Asian countries (ToT manual translated for use in Indonesia, Pakistan, the Philippines and Sri Lanka, and in the Punjab in India).

3.6 Changing people's attitudes towards women entrepreneurs

When a woman starts a business, the most serious obstacle will often be the attitudes of other people to her business endeavours, including those of her own family members. Sometimes even her own perception of herself and her capabilities can be a problem. This includes the fear of not being taken seriously and a fundamental lack of self-confidence among many women, also arising from their low level of education, lack of technical and business skills, insufficient work experience, and also women's limited scope for self-expression in their society. Therefore, positive images of women entrepreneurs, both as individuals and as a collectively dynamic force in the economy, need to be developed.



Women's organizations can play an important role in promoting various aspects of empowerment, including contributing to their economic empowerment. In addition, education and training can be provided on other empowering issues and skills, such as literacy, legal rights, health education and HIV prevention, etc.

In business, there are many informal male-dominated networks within specific industries, and women are at a disadvantage because often they are not comfortable in joining these networks, or they are formally or informally excluded from them. This is why women's networks have become a sound and forceful alternative to many men's networks (examples: Women-net in Africa and Europe⁵). Such networks also form a channel to collect facts on the scale and scope of women entrepreneurs' business operations and demonstrate the extent of their contribution to economic development. In this way, the role of women as providers of business products and services can be fully recognized. The Centre for Women's Business Research in the US⁶ has documented this contribution exceptionally well for several countries.

5 See for example Women's World Banking, <http://www.swwb.org/>, or the German site of women entrepreneurs organized as a cooperative: <http://www.weiberwirtschaft.de/pdf-files/summary.pdf>.

6 <http://www.nfwbo.org/>

Module 5

Assistance in starting and maintaining self-employment

Module 5.1

Follow-up on small-scale enterprises during start-up and consolidation

5.1 Follow-up on small-scale enterprises during start-up and consolidation

This module will:

- highlight the key importance of close follow-up of enterprise start-ups during a sufficiently long installation and consolidation period;
- present different options for follow-up of enterprise start-ups;
- explain the methodology of the follow-up process;
- provide an overview of the main areas to be covered by follow-up services;
- identify follow-up services for entrepreneurs with specific needs: girls and young women entrepreneurs, entrepreneurs with disabilities and entrepreneurs living with HIV;
- highlight the need for coordination between partners intervening in follow-up services.



What to consider?

1. The importance of adequate follow-up services for small-scale entrepreneurs in terms of duration and methodology

Professional and long term follow up of new businesses is of critical importance

The importance of accompanying new small-scale entrepreneurs during start-up and consolidation of their businesses has been largely underestimated in reintegration projects. Missing or inadequate follow-up has been one of the most important weaknesses. Evaluations of several economic reintegration projects have stressed the fact that such follow-up was insufficient in terms of duration and inadequate in terms of methodology, and sometimes even inexistent.¹ Timeframes planned for follow-up were too short (or preceding phases took longer than expected and thus reduced the time left for the follow-up component), or follow-up was wrongly considered as a minor activity. Often, project planners estimated that young small-scale entrepreneurs, once trained and installed, would easily find their way themselves.

In fact, follow-up of enterprise start-ups, especially those run by young and inexperienced new entrepreneurs, requires the continued presence over a long period of time of counsellors who are familiar with the local social and economic context, including business networks, specialized in coaching of new entrepreneurs, and capable and willing to work with young people. For example, mentorships by successful and experienced local entrepreneurs have proved particularly useful. The vital need for this kind of sustained counselling cannot be satisfied through sporadic monitoring by specialists from outside the project area.

¹ For instance, project management of the ILO-IPEC projects mentioned under footnote 1 of the conceptual framework chapter identified insufficient duration of follow-up on economic reintegration as one of the project's main limitations.

However, it must be recognized that continued follow-up over a sufficiently long period by a competent agency is difficult to put into place in post-conflict settings. It should be kept in mind that even under ordinary conditions, the mortality rate of micro-enterprises during the first five years is about 70 per cent².

New businesses face big difficulties to survive, even more so in post conflict settings and when managed by young persons

In post-conflict settings, micro-enterprises face even bigger difficulties to survive due to:

- larger numbers of people turning to self-employment, which means stronger competition;
- destruction of infrastructure, production facilities, equipment and stocks of inputs;
- limited market demand, linked to limited purchasing power;
- interruption of electricity and other public services;
- restricted movement of people and goods, due to damaged transportation networks and equipment, and political/administrative constraints;
- disruption of financial, marketing and other business support services;
- communication difficulties, hampering exchanges of information, coordination and collaboration among enterprises;
- disorganization of business networks and associations;
- uncertainty, which discourages investment and makes it harder to plan activities;
- lack of security of persons, goods and facilities, exposed to attacks and looting;
- a weak society, divided by discouragement, distrust, animosity between individuals and groups.³

For children formerly associated with armed forces and groups, the problem is often exacerbated by lack of community acceptance and other labour market disadvantages, including lower level of educational, and lack of work experience.

Thus, if self-employment remains the most realistic option of making a living for most of the project's target group, one must not underestimate the related difficulties which are enormous. Sustainable economic reintegration of these children and youth through decent self-employment requires well-designed support over a sufficiently long business consolidation period.

The follow-up support determined by the project for the target group should not be less than one year

The ILO SIYB programme estimates that a follow-up period of up to one year is necessary for poorly literate new entrepreneurs. Business incubators and other Business Support Centres may provide follow-up for up to three or five years.⁴ There are no general rules for the duration required for follow-up services for enterprise start-ups, but given the difficulty of the post-conflict setting and the specificity of the target group, the availability of project follow-up support should not be less than one year. The actual duration of follow-up services provided by your project to the individual small-scale entrepreneurs should be adapted to the needs identified through the regular performance monitoring exercise.

2 Source: ILO-CRISIS: *Local Economic Development in Post-Crisis Situations. Operational Guide*, (Geneva, 2004), p. 103. Such a figure should, however, be considered in perspective, as many micro-enterprises "die" to reappear in another sector or somewhere else.

3 See ILO: *Decent Work matters in Crisis: ILO response to crisis challenges*, Geneva, 2003. Factsheet on "Micro/small enterprises for socio-economic revival", p.1.

4 See U. Schoof: *Stimulating Youth Entrepreneurship: Barriers and incentives to enterprise start-ups by young people* (Geneva, ILO, 2006), p. 63.

For economic reintegration projects, this means that the output of all preceding phases may simply be wiped out if sufficient budgetary resources and a sufficient project time frame for the entrepreneurship follow-up component have not been planned.

2. From object to subject of the reintegration process

From the moment young persons start their business, they become the key actors of the reintegration process

During all the preceding phases of the reintegration process, the young persons were predominantly the object of services – even when the project took care to encourage and respect their voices. From the moment young persons start their business, they radically change their status and become the key actors of the reintegration process. Follow-up at this point means counselling young entrepreneurs in their choices and facilitating their access to local services. It is not any longer about evaluating, orienting, or training. Follow-up also means accepting that the young entrepreneurs are now the owners of their projects. No entrepreneurship is possible without this radical change in perspective.

3. Areas of support

New entrepreneurs need support in five areas

New (small-scale) entrepreneurs, especially when they are young, need support in the following areas while starting and consolidating their business: (i) physical and administrative installation of the business, (ii) information on available resources, opportunities, services, (iii) business connections, (iv) technical support, and (v) business management skills.

(i) Support for the installation of their business includes assistance in the choice of a suitable workplace, administrative procedures, and purchase of equipment.

(ii) Information is needed: on markets; business opportunities, and in post-conflict settings, particularly opportunities in reconstruction; technologies, especially new innovative technologies that might be attractive to young people, and environment-friendly technologies; the area's resources and assets; laws and regulations; and consumer trends.

(iii) Connections are vital for new entrepreneurs, including those to: other businesses; support services; markets; referral services; business associations; artisans associations; chambers of commerce; junior chambers of commerce; employers' and workers' organizations; other young entrepreneurs (within and outside of the project); suppliers; customers; and access to tenders for employment-intensive investment programmes.

(iv) Some of the project's new entrepreneurs may be able to rely on the technical skills training they received prior to the start of their business, to be able to run their business successfully, while others may still need to be supported for some time on a technical level. Receiving technical support through competent counselling during the installation phase and then for a relatively long consolidation phase may be necessary in some fields, such as in agriculture, where much damage can (and has been) done through incompetent advice. This kind of support can be provided by a multiplicity of formal or informal services, including: technical referral services; agricultural extension services; mentorship; business associations; farmers' associations; chambers of commerce; or outreach services of skills training institutions.

(v) Entrepreneurship training, as provided under the preceding module, may be insufficient to form a successful entrepreneur. Some new entrepreneurs may still need a complementary period in which to increase the practical management skills linked to their business which will enable them to master the business and to acquire an entrepreneurial culture (capacity to take risks, organizational skills, creativity, initiative, ability to make decisions, etc).

The present module provides guidance on how to organize the support of the project's new entrepreneurs in these areas. The module also addresses the question of how to respond to gender-based barriers and inequalities for women entrepreneurs, as well as to the specific needs of disabled male and female entrepreneurs.

4. Coordination in follow-up of enterprise start-ups and the role of the implementing agency

Roles and responsibilities need to be clear, in particular when entrepreneurship training and follow-up is sub contracted to a specialized agency

Before launching this phase, attention should be given to the definition of roles and responsibilities of all operational partners.

Up to this point in the reintegration process, the number and the type of partners directly or indirectly involved in the project have remained relatively small. With the launch of the enterprise start-ups, their number will grow and the type of interactions will become more complex.

Given the fact that in most project areas, there will rarely be an agency specialized in entrepreneurship training and follow-up of enterprise start-ups, available during the entire training and follow-up period, Module 4.3 proposes to put the implementing agency in charge of entrepreneurship training of project beneficiaries, as well as of the follow-up of their enterprise start-ups. This requires the introduction of a training of trainers phase into the project strategy where the implementing agency is trained by a master-trainer, possibly hired for a limited period of time from outside the project area. The master-trainer should also coach the implementing agency during entrepreneurship training of the first group of project beneficiaries. Module 4.3 also presents the ILO SIYB methodology, which is well suited to the needs of projects like yours.

If you choose to follow the proposed implementation strategy, the implementing agency will remain the key actor of the entrepreneurship training and the follow-up phase for enterprise start-ups; likewise if the implementing agency itself is specialized in this field. However, if a suitable agency specialized in entrepreneurship training and follow-up of business start-ups is available in your project area and you decide to involve this agency, the respective roles of your implementing agency and the local agency will need to be clearly defined in order to avoid the confusion of roles. The task of the incoming agency should essentially be limited to strengthening business management (strengthening of management competencies, solving management problems). Acting as an intermediary, the implementing agency will find itself with the more extensive job of facilitating access to a multiplicity of different business development services (BDS). Furthermore, the growing importance of such BDS providers with regard to project beneficiaries will increase the need for overall coordination by the implementing agency.

There are several options for the follow-up of enterprise start-ups

Several other options for follow-up of enterprise start-ups may exist in your project area (the more elaborate ones are most often absent in post-conflict settings). These may include:

- Formal and informal mentorships, i.e. coaching, counselling, guidance of new small-scale entrepreneurs by successful, experienced local entrepreneurs. Mentorships have proved to be one of the most successful methods in assisting business start-ups, as they allow the transfer not only of business management experience, but also of concrete knowledge of local resources, as well as the introduction to local business networks. The challenge is to identify mentors capable and willing to work with your target group. Governments, NGOs and trade associations in different countries have launched various formal mentoring programmes. Even though formal mentorship programmes may be lacking in post-conflict settings, informal mentorships remain a realistic option.
- Business Centres and similar (there are many different terms for such structures: Enterprise Development Agencies or Centres (EDA, EDC), Business Support or Service Centres (BSC), Local Enterprise Agencies (LEA), Youth Enterprise Centres, and others). These structures may be Government agencies, NGOs, or private enterprises. The new approach⁵ to Business Centres stresses sustainability and thus market-oriented management of services which need to be paid for. In post-conflict settings, such Business Centres of the private enterprise type may be unavailable, but Government or donor-subsidized structures may well be at your disposal.
- Business incubators are a highly sophisticated form of Business Centre. Besides a great variety of BDS, including management coaching, business plan preparation, administrative services, technical support, business networking, advice on sources of financing, they offer physical work space, including IT-infrastructure, and provide the opportunity for several new entrepreneurs with the same goal to work together. Such services may be provided for periods of up to five years. However, it may be difficult to find and/or get access to such elaborate structures in your project area.

The following proposals are based on the training of trainers approach presented in Module 4.3, which reflects the situation most commonly found in the field. As regards actual project implementation, this option also proves to be the most accessible. All other options require taking into account the need for coordinated action between the implementing agency and operational partners. The following section presents the tasks that have to be carried out. There is no general rule for their distribution, which depends on the option which is chosen. The task of the implementing agency is to check that all tasks are effectively carried out and to coordinate with whatever partner has been chosen.

5 See M.Sievers, K. Haftendorn, and A. Bessler: *Business Centres for Small Enterprise Development. Experiences and lessons from Eastern Europe* (Geneva, ILO, 2003).

5. Monitoring and evaluation

The implementing agency is responsible for the monitoring of follow-up services for new businesses

As is the case for all the other project components, monitoring of follow-up services for the project's small-scale entrepreneurs should remain the responsibility of the implementing agency. Centralized overall monitoring and evaluation of this component is all the more important because (i) the number of operational actors and different services has probably considerably grown during this phase, and (ii) adaptations to rapid changes in the environment, due to insecurity, new markets, population movements etc. gain in importance during this phase as compared to preceding phases.

The evaluation of this phase ought to provide valuable insights as to the comparative advantages of each of the methodologies and their suitability to the target group of children and youth formerly associated with armed forces and groups and other conflict-affected children. This is an area where reliable information is still largely missing and where the large spectrum of approaches and participating agencies could offer ideas for improved design of future projects.

Examples of successful economic (re)integration of your target group will gradually emerge during the business installation and consolidation phase. Such examples (individual enterprises or cooperatives) should be largely publicized, in order to stimulate other children and youth, to keep the momentum of the project going, and to foster community acceptance.



What to do, how to do it?

This section does not specifically treat access to financial services, cooperative support, social protection, including micro-health-insurance and occupational safety and health (OSH) issues, which are all treated in separate modules because of their special importance for economic reintegration of your target group. Essential aspects are briefly summarized below for reasons of coherence. However, it should be kept in mind that treatment of these other BDS in separate modules is a question of presentation only; they are integral parts of the issue of assistance to small-scale enterprises during start-up and consolidation.



Step 1: Coordination between operational partners

➤ Identify and select locally available alternative options for follow-up of enterprise start-ups

- The most common methodology for this component will be the follow-up of the project's enterprise start-ups by the implementing agency, which will have been trained by a master-trainer. However, there is no reason why the follow-up methodology should be the same for all small-scale entrepreneurs of the project. There is no one single best methodology for follow-up of business start-ups. Choose for each of them the option that is best suitable to his/her situation and to local conditions and opportunities. If the alternatives described above: formal and informal mentorships, business centres and similar, business incubators, or any other agency specialized in entrepreneurship training and follow-up of business start-ups, are locally available and accessible, the enterprise follow-up component of your project may be carried out by several partners if it is beneficial. The important point is that the project's young new entrepreneurs receive the necessary tailor-made counselling that is relevant to their particular start-up situation, their business and the sector they operate in, i.e. support in start-up administration, procedural details, forms, what to do and in what order, accountancy, taxation, etc.⁶
- Identification and selection of partners should be carried out before the actual start of the small-scale businesses, in order to be ready when needed.⁷

➤ Define roles and responsibilities of all partners involved in follow-up of small-scale entrepreneurs. The collaboration of partners such as mentors or business centres/incubators in the follow-up of business start-ups replaces, for those beneficiaries who would benefit from such services, the role of the agency initially selected for entrepreneurship training and follow-up, if this option had been chosen. These partners may also take over most of the intermediary functions of the implementing agency.

There is no clear-cut separation between the different follow-up functions. It is important to ensure that there should be no overlapping of responsibilities and confusion of roles. The implementing agency is responsible for planning and coordination of the overall process. Coordination should be ongoing.

- **Negotiate and sign contracts** with mentors or business centres, stipulating responsibilities and timeframe of services. **Monitoring** of the follow-up service by the project implementing agency should also be included in the contract.
- **Register the selection** of the follow-up service provider in the **individual monitoring forms**.
- All stages of the design of the follow-up process should **involve** the project's small-scale entrepreneurs themselves.

⁶ See U. Schoof: op.cit. p.58.

⁷ See Annex II: Flowchart of project activities.



Step 2: Installation of the new businesses

Note that all the following activities are related to tasks that have to be carried out. It will no longer be specified as to who will have to carry out the task, as this depends on the chosen option. However, the implementing agency remains responsible for checking the availability of these services and the effective access of all the project's new entrepreneurs to the services they may need.

- **Assist the new entrepreneurs in finding suitable places for the installation of their businesses.** Criteria for suitable workplaces should include:
 - The rent should be affordable in relation to the individual entrepreneur's or the cooperative members' installation grant. The period during which rent is paid by the installation grant should be kept to a minimum. Entrepreneurs should be prepared to pay rent as soon as possible from the profits generated by their business, to ensure sustainability.
 - The workplace should preferably be provided with electricity and water supply.
 - The workplace should be well situated, as regards movement of clientele, security, and be at an acceptable distance from home, etc.
 - For disabled young entrepreneurs, check the appropriateness of the workplace with regard to the disability (e.g. accessibility for wheelchair users) or provision of necessary accommodation (e.g. installation of a ramp).
- **Assist or ensure assistance in legal, regulatory and administrative procedures** (licensing, registration, etc.). Be aware of restrictions that may result from the fact that some of the new entrepreneurs may still be legal minors.
- **Purchase equipment.** Initial equipment should normally be purchased by the project. Preference should be given to local equipment, except when the project has the possibility to buy cheaper or better equipment on external markets. Be aware of your donor's or agency's regulations about competitive bidding and national taxation. Equipment for disabled entrepreneurs should be adjusted as needed for use by disabled youth.
- Ensure that workplaces and tools do not present **safety and health hazards** for the young entrepreneurs.



Step 3: Ensuring the availability of essential BDS services

The areas in which services are most needed by new small-scale entrepreneurs are presented above in the "What to consider" section and are as follows:

- Information about local resources and services and access to them
- Strengthening of management skills
- Business connections
- Access to technical support

The task is now to ensure that these services are available to the project beneficiaries.

a) Providing information about local resources for business development and how to gain access to them

Typical weaknesses of young (potential) entrepreneurs include lack of knowledge about available resources, including BDS, not being used to look for such assistance, and lack of knowledge on where to find them. The partners chosen for follow-up should assist the young entrepreneur in collecting such information.

- **Ensure the collection of information relevant for the development of the new businesses.** Much of the information collected during the local economic and social assessment phase is relevant here and may already be sufficient for the needs of the business start-ups. The task is to make such information available to the new entrepreneurs and to check for missing information. Relevant information should cover at least the following areas:

- Markets, business opportunities.

Note that market research must be the first step for any enterprise creation and should then be followed by product development, not the other way round (as is often the case).

For specific market opportunities in post-conflict settings, like the construction industry, agriculture and related activities, aid-related activities, subcontracting to labour-intensive public works programmes, etc., see Module 2 on Local social and economic assessment.

- Technologies. Information on technologies should cover locally used technologies, but also include new technologies like information and communication technologies (ICT), as well as green jobs and other environment-friendly technologies.
- The area's resources and assets.
- Laws and regulations.
- Consumer trends.
- Local sectoral BDS providers: Consider informal as well as institutionalized BDS providers. Informal providers include NGOs, associations of artisans, women's organizations, associations of women entrepreneurs, disabled persons' organizations, and youth organizations. Institutionalized providers may be local representations of Government departments (agricultural extension service, service in charge of cooperatives, etc.), or small-scale enterprise development organizations. These could also include international and national donor organizations, technical cooperation projects, international NGOs and their projects, chambers of commerce, junior chambers of commerce, employers' and workers' organizations, technology development centres, trade organizations, or management training institutes. Include also programmes/projects with opportunities for small-scale enterprises: (Government, international organizations, international NGOs), like employment intensive investment programmes (EIIP) (participation in tenders, subcontracts), contracts with public administrations.

- **Assess quality and appropriateness of local sectoral BDS providers.**



See Tool 1: BDS providers' assessment.

- Ensure the transmission of such information to all partners in charge of follow-up and to the project's small-scale entrepreneur through regular meetings.

b) Strengthening management skills

A graduated approach to strengthening of management skills

Strengthening management skills of the new entrepreneurs implies the following steps⁸:

- Identify the new entrepreneur's **needs in the field of management skills** upgrading; this could be done by using a needs assessment form like the one provided.
- Needs assessments might be refined through **assessments of the effective performance of the enterprise start-ups**. Enterprise performance reports would allow the agency in charge of follow-up to gain insight into the strengths and weaknesses of the enterprise start-ups. The information gathered should determine the kind of personalized follow-up that will be provided later on.
- **Information should be updated at different stages** of the management skills strengthening process.

The results of the needs assessments and the enterprise performance reports will probably demonstrate some common needs for management skills development and at the same time reveal large individual differences. The challenge now is to reinforce the common skills acquired by most of the new entrepreneurs and at the same time to respond to individual needs.

- To respond to this challenge, a **graduated approach should be applied**, ranging from (i) initial common management skills reinforcement activities for all of the new entrepreneurs, covering common reinforcement needs revealed through the needs assessment; to (ii) group sessions for entrepreneurs experiencing the same or similar problems; and finally to (iii) individualized follow-up.

(i) The common workshop deals with typical issues experienced in real work/enterprise situations and common weaknesses observed through the first needs assessment and business performance reports.

(ii) Group sessions should normally take place at the workplace of one of the entrepreneurs. Small groups meet on the basis of common problems encountered in their respective enterprises and draw up action plans to resolve the problem, learning from each other and proposing solutions to each other's problems. Group sessions should be organized around real problems and lead to real action plans applied to the respective enterprise(s).

(iii) At a final stage, follow-up should become individualized. Such individual follow-up sessions should be adapted to the respective entrepreneur's needs. Individualized follow-up will vary in intensity, duration, and frequency. Some business start-ups may succeed with very little or no support at all, others may require protracted individual support. Individual follow-up will increasingly incorporate aspects going beyond management skills, especially as regards access to technical support services, information and integration into local business networks. Individual follow-up, in the case of cooperatives, means follow-up of individual cooperatives.



See Tool 3: Follow-up visits for small businesses.

⁸ The present proposal is based on the follow-up strategy applied by SIYB. Even if you do not use the SIYB methodology, you should follow a similar graduated approach. Information on methodology was provided by GERME master-trainer Ibrahima DIALLO, Senegal, who carried out entrepreneurship training and coaching for agencies implementing economic reintegration projects for small-scale entrepreneurs and cooperatives of children and youth formerly associated with armed forces and groups and other conflict-affected children through the creation of small-scale enterprises and cooperatives in DRC and Burundi.

Areas in which management skills need to be reinforced

Strengthening management skills aims to enable the new small-scale entrepreneurs to set up and run a basic business management system based on standardized processes.

➤ Provide, if required, support in management skills of young entrepreneurs in the following areas that have proved to be of critical importance for new small-scale entrepreneurs:

- Distinguish between family and enterprise.
- Market their products more effectively.
- Set up purchasing procedures.
- Set up a stock control system.
- Forecast their sales, costs and cash flow and produce balance sheets and profit and loss statements.
- Cost their goods and services.
- Keep records.
- Improve productivity through improved workplace practices.
- Hire additional personnel.

For some of your project's new small-scale entrepreneurs, personnel questions may rapidly become relevant. In the informal economy, where they will predominantly operate, hiring additional personnel often means employing (unpaid) family labour, or even child labour. In the context of the project, following up on the personnel question will usually mean checking the absence of exploitation of family members and absence of child labour rather than teaching complex labour legislation.

Specific aspects treated in separate Modules

A certain number of the project's future entrepreneurs may have chosen cooperative projects. Module 5.2 treats specifically the question of creation and support to cooperatives. Implementing agencies are encouraged to consult this module when preparing assistance to cooperatives during start-up and consolidation. **Cooperatives** are economic enterprises, and as such require the same management support as indicated above for individual small-scale enterprises. However cooperatives follow specific procedures, their performance has to be evaluated and supported according to economic and social aspects. In the context of your project, follow-up on management capacities requires to be familiar with cooperative principles and procedures.

Module 8 highlights two important aspects of informal social protection the project should provide to its participants: **micro-health insurance and improvement of occupational safety and health and of other working conditions**. Insurance against health risks through participation in an informal insurance scheme, often linked to other financial services, provides some valuable protection against one of the main risks of poor people. In the case of small-scale entrepreneurs, it is also one of the main risks for the sustainability of the new enterprise. The respect of OSH and other working conditions in projects dealing with the economic reintegration of children and youth is of specific importance, given the fact that some of the beneficiaries are still children and need to be protected against hazardous work. Given the importance of this question for reintegration projects for children and youth formerly associated with armed forces and groups and other conflict-affected children, the problem has been treated in a separate module. Module 8.2 presents an ILO tool, WISE, known as "Higher Productivity and a Better Place to Work", that combines OSH concerns with the concern for improvement of productivity, and may be used in training on small-scale enterprise management for self-employed young workers as well as for training of employers of these young persons. Access to financial services is addressed in Module 5.3.

c) Facilitating integration into local business networks

- **Facilitate the establishment of business connections:** suppliers' networks, market and trade organizations, transport providers, financial institutions, other suitable partners and networks, and develop a customer base. Assistance in establishing business contacts is perhaps the most crucial follow-up support young and inexperienced entrepreneurs need. The ILO research study on *Stimulating Youth Entrepreneurship: Barriers and incentives to enterprise start-ups by young people* found that:

...entrepreneurial isolation, not knowing anyone in the business and the absence (or high entry barriers to) of business networks is a common obstacle to start-ups by young people. Business contacts are particularly crucial for young and inexperienced entrepreneurs. Young people with no business experience cannot fall back on a former customer base or on an already established supplier network. Furthermore, they do not know where to look for it and what will be expected from them by professional purchasers. In this field, young entrepreneurs also face particular difficulties because they are often not taken seriously by colleagues or other business people.⁹

- **Facilitate formal and informal networking opportunities** with other small-scale entrepreneurs in general and with young small-scale entrepreneurs in particular (peer groups), for exchange of experience, information, and ideas. Formal networking includes membership and active participation in business associations, women's and young entrepreneurs' associations.
- **Promote subcontracts** for businesses of project beneficiaries in EIIPs, and participation of project beneficiaries in tenders.
- **Organize trade fairs and exhibitions** to promote products and/or services of the project's small-scale entrepreneurs.¹⁰

Integration of the project's small-scale entrepreneurs into local business networks and their community acceptance are mutually reinforcing processes. As has been pointed out in many other sectoral fields, for instance access to financial services and integration into economic networks is a factor of economic success, but also of social acceptance and community reconciliation, while social acceptance is a basic factor for economic success.

d) Access to technical support

In principle, vocational skills training will have been adjusted in terms of training content and length of the training period to the needs of the new entrepreneurs. But the new entrepreneurs may need technical support during the consolidation of their business that goes beyond the acquired skills. Such needs will vary widely, according to the fields they are working in. While in some fields, skills training received before the start of the business may be adequate to successfully run the enterprise, in others, for instance in agriculture and animal husbandry, technical support during follow-up of enterprises has proved to be of utmost importance. Such technical support, if needed, will thus be highly individualized.

- **Make technical support available** from a wide range of potential providers, including informal ones:
 - Mentorships and business centres provide a mix of technical and managerial follow-up support.
 - Business associations and informal business networks may also provide assistance to their members on technical issues.

⁹ See M. Sievers, K. Hafterdon, and A. Bessler: op.cit. pp. 57-58.

¹⁰ See ILO: *Improve your Exhibiting Skills: A training guide*, Addis Ababa, 2005, for women entrepreneurs.

- Government agencies, agencies set up by NGOs or technical cooperation projects may provide free or financially accessible technical assistance in specific areas, such as agricultural extension services.
- Finally, vocational skills training providers may provide post-training technical follow-up for their former trainees.

e) Supporting businesses of groups with specific needs¹¹

Girl and young women entrepreneurs

The project's young girls and young women who have chosen to start their own business will most probably find gender-specific difficulties in their way that have to be assessed and addressed. Such difficulties may represent unequal access to property, financial and business support, markets, business networks, or business opportunities. They may consist of legal, economic or socio-cultural barriers and inequalities. Women entrepreneurs may lack control over their business and the use of benefits and credits. Women entrepreneurs also tend to be over-represented in the less productive and less profitable micro-enterprise sector and poorly represented in medium-sized enterprises. This is an indication of gender-specific barriers and unequal access to resources that restrict women entrepreneurs from extending their businesses and prevent them from making progress. Follow-up of the project's female entrepreneurs, therefore, has to act on two interrelated levels: 1) advocate their equal access to resources and BDS, as well as their full control over their business, which is an issue related to gender equality and rights; and 2) promote the development of the young women's businesses, which is a business support issue.

- **Identify and assess local gender-related barriers** to the development and growth of enterprises developed by your project's female entrepreneurs, and design strategies and activities to overcome such barriers:
 - property rights (workplace, equipment), including land tenure rights;
 - legal or cultural restrictions on women entrepreneurship;
 - security issues;
 - access to financial services, non-financial BDS, markets, business networks, business opportunities;
 - freedom of movement.
- **Monitoring that the young women entrepreneurs have the full control over their business** should be part of the follow-up process throughout the whole installation and consolidation process. Pay attention to gendered division of labour in programme design: who takes decisions about use of money and other resources in the household?
- **Contact successful local businesswomen** to become mentors for some the project's young entrepreneurs.
- **Involve women's organizations**, including women entrepreneurs' associations, when starting and following-up on the business of female entrepreneurs.
- **Assess the gender-sensitivity of BDS providers** involved in your project. Identify strengths and weaknesses in their operations with regard to the needs of women entrepreneurs. Ask the following questions:
 - Do they actually have female and male clients/beneficiaries?
 - Are their activities and services equally suitable for both women and men?

¹¹ See also Module 10.

- Approach and outreach: Does their approach really target businesses run by women and men?
 - Organization's procedures: Are their organizational structure and procedures suitable for serving both women and men?
 - Resources: Do they allocate sufficient resources to work with women and men?
 - Strategies: Do their strategies, plans and objectives make specific mention of their work with women and men?
- **Facilitate the membership and active participation** of the project's girls and young women entrepreneurs in general local business associations and in local women entrepreneurs associations¹², and assist with their effective representation and voice.
 - **Promote networking** of girl and young women entrepreneurs with other (young) women entrepreneurs. Promote their participation at events like the "Month of the Woman Entrepreneur" (MOWE), organized in some countries, trade fairs and exhibitions¹³, or similar.
 - As indicated in Module 5.2, cooperatives, being based on egalitarian principles, provide an enterprise model where young women and girls are less confronted with inequalities and gender-based barriers.¹⁴

Entrepreneurs with disabilities

During the vocational orientation process, the choice of some project participants with disabilities to start self-employment had been evaluated in relation to the disability and considered as feasible. Required accommodations were judged to be reasonable and available business and disability-related support as adequate.

At present, such support has to be mobilized. Guiding principles should encompass whenever possible inclusion, equal rights and equal opportunities.

- **Different types of impairments require different accommodations.** Accommodations should be reasonable, i.e. the costs should be affordable by the project. Supplementary costs for accommodation with regard to installation are to be considered as part of the stipulation concerning equal opportunities for the disabled new entrepreneur to access entrepreneurship and should thus be included in the installation grant for the project's disabled new entrepreneurs.
- Ensure that "extra" support to the project's disabled young entrepreneurs does not serve to stigmatize them in relation to other project beneficiaries. In order to achieve this, **clear communication** on the subject should be practiced throughout the project lifetime, and the young person should be involved in the decision and selection of supports or accommodations.
- As other persons with disabilities, disabled entrepreneurs may need **assistive devices**, and some of them may be expensive or difficult to find locally, such as wheelchairs. Even simple and cheap devices may be difficult to find in post-conflict settings. Develop partnerships with specialized organizations, like Handicap International, or specialized technical cooperation projects and agencies, to try to obtain such **support** for your project's disabled beneficiaries.
- **Ensure equal and inclusive access** of your project's disabled young entrepreneurs to BDS and follow-up services as a question of equal rights.

12 See ILO: *Women Entrepreneurs' Associations (WEA). A Capacity Building Guide*, Factsheet, Geneva, 2009.

13 See ILO: *Improve your Exhibiting Skills*, Ibid.

14 For more information on support to women entrepreneurs, see ILO: *Women's Entrepreneurship Development. A Capacity Building Guide*, Geneva, 2006.

- **Ensure the participation of your project's disabled young entrepreneurs** in all decisions concerning their business and the related follow-up.
- **Assess and ensure the sensitivity of BDS providers to disability issues and their capacity** to provide services to disabled entrepreneurs:
 - Identify strengths and weaknesses in their operations in respect of the needs of entrepreneurs with disabilities. Ask whether they have or had clients with disabilities and which specific services they were able to provide to them.
 - Check physical (e.g. ramps) and communicational accessibility of their services/offices to disabled entrepreneurs, including your own services/offices.
 - Determine openness and positive attitudes about disabled youth and their ability to succeed.
- **Develop individual, tailor-made service agreements** with the selected BDS provider(s) for each of your project's disabled entrepreneurs.
- **Organize disability-related capacity building for BDS providers**, by mobilizing competent partners, for instance public services in charge of disability-related programmes and services (local health, social affairs, and special education services), technical cooperation projects, and DPOs. Your own organization should benefit from the disability capacity building, in order to be able to run the overall coordination of services for disabled beneficiaries.
- **Organize meetings and perhaps mentorships** with successful disabled entrepreneurs, if the disabled young person wants this. Mentorships of disabled youth by non-disabled entrepreneurs should also be considered.
- **Promote accessibility to public administrations** for disabled entrepreneurs.
- **Involve DPOs** in follow-up of disabled entrepreneurs, and membership of the entrepreneur in the DPO.¹⁵ Encourage disabled persons also to get involved in business associations of the general population.
- **Provide continued psychological support** to young disabled entrepreneurs whenever needed. The psychological trauma linked to the disability may lead to temporary discouragement and lack of self-confidence. Encourage whenever they may get discouraged.
- **Ensure the participation of your project's disabled entrepreneurs in all promotional activities** you may organize, for example trade fairs and exhibitions.
- **Facilitate the effective membership and voice**, of the project's disabled entrepreneurs in local business associations.
- **Promote cooperative membership** of disabled project beneficiaries wishing to start business. Cooperatives are often able to compensate a member's disability through collective organization of the work process (see Module 5.2).
- **Disabled women** entrepreneurs may cumulate gender- and disability-specific difficulties.¹⁶

¹⁵ Be aware that DPOs vary widely as regards support capacity and even understanding of enterprise development of their members. Many DPOs are still trapped in a traditional charity and service approach and have not yet adopted the rights-based approach that would be needed for effective support of entrepreneurship development for their members. You should carefully assess their capacities or needs for capacity building before starting partnerships.

¹⁶ For guidance on the participation of women with disabilities in entrepreneurship development activities, see ILO: *Count us in! How to make sure that women with disabilities participate effectively in mainstream women's entrepreneurship development activities*, Geneva, 2008.

Entrepreneurs living with HIV

- **Ensure continued support for small-scale entrepreneurs living with HIV or with partners living with HIV**, especially as regards referral to appropriate care, support and counselling services, including referral to psychosocial support. Access may be difficult because of bad quality of services, distance, and cost, stigmatization by the community or other project participants, and other factors. The project should join with other partners to improve conditions, including referral to services in other communities or attraction of new services to the local area.
- **Ensure confidentiality** on HIV status of the project's small-scale entrepreneurs.
- **Combat discrimination** and stigmatization of small-scale entrepreneurs living with HIV in relation to business partners, suppliers, clients, and the community at large.



Step 4: Monitoring and evaluation

- Monitoring of follow-up services for the project's small-scale entrepreneurs should remain the **responsibility of the implementing agency**. Centralized overall monitoring and evaluation of this component is all the more important as (i) the number of operational actors and different services has probably considerably grown during this phase, and (ii) adaptations to rapid environment changes, due to insecurity, new markets, population movements, etc. have become more important during this phase than in preceding phases.
 - **Evaluation** of project results in terms of numbers of project beneficiaries sustainably installed as small-scale entrepreneurs **should be carried out at regular intervals after the termination of the project**, for example at six months, 12 months and 24 months after termination of the project. Project planning ought to include provisions for the availability of resources and the designation of agencies to carry out such post-project evaluations. These evaluations should include qualitative analysis to allow the establishment of correlations between the approaches and types of services provided and the sustainability of the enterprises which have been created, although it is evident that reliable linkages are difficult to establish.
-  See Tool 2: Assessment instrument for self-employment and small business/enterprise projects. The results of the monitoring process should be regularly registered in the beneficiaries' **individual monitoring form**.
- **Examples of successful economic (re)integration** of your target group should be largely **publicized**, for instance through local radio programmes, newspaper articles, meetings of business associations, etc., in order to stimulate other children and youth to maintain the momentum of the project, and to foster community acceptance.



Tools (see full text in CD-ROM)

1. BDS providers' assessment
2. Assessment instrument for self-employment and small business/enterprise projects
3. Follow-up visits for small businesses

Tool 1. BDS providers' assessment¹

TYPE OF SERVICE PROVIDED (SUPPLY)	Institution	Provision of information	Practical support	Accessibility of service	Characteristics of service	Cost of service	Quality of service	Elements to be improved
General information on existing providers and beneficiaries of services								
Market access								
Local and national trade fairs								
Market information								
Market research								
Marketing trips and meetings								
Advertising								
Other								
Infrastructure								
Transport and delivery								
Telecommunications								
Internet access								
Secretarial services								
Provision of space								
Other								
Policy/advocacy								
Training in policy/advocacy								

1 Source : ILO. *Local Economic Development in Post-Crises Situations. Operational Guide*. Geneva, 2004. Tool 4.1.2, pp. 111-112.



TYPE OF SERVICE PROVIDED (SUPPLY)	Institution	Provision of information	Practical support	Accessibility of service	Characteristics of service	Cost of service	Quality of service	Elements to be improved
Policy studies								
Sponsorship of events								
Other								
Input supply								
Suppliers and possible inter-firm cooperation								
Linking enterprises to potential suppliers								
Other								
Training and technical assistance								
Course contents, access requirements, etc.								
Information technology, internet, e-mail								
Taxes								
Incentives and grants								
Transport costs								
Trade tariffs								
Management								
Business plans								

TYPE OF SERVICE PROVIDED (SUPPLY)	Institution	Provision of information	Practical support	Accessibility of service	Characteristics of service	Cost of service	Quality of service	Elements to be improved
Accountancy and bookkeeping								
Financial advice and procedures								
Other								
Technology and product development								
New technologies, product design, etc.								
Identification and assessment of new business ideas								
Equipment leasing and rental								
Other								
Alternative financing mechanisms								
Factoring								
Equity								
Facilitating supplier credit								
Other								



Tool 2. Assessment instrument for self-employment and small business/enterprise projects²

I – Enterprise Information

1. Name of Enterprise:
- Date of start of operation:
2. Location of Enterprise:
3. Type of Enterprise:
 - ☐ Individual (operated by the trainee alone)
 - ☐ Group (operated by a group in which the trainee is a member)
4. Number and names of trainee-beneficiaries involved in the group (*Attach List*)
5. Amount of Start-up capital:
6. Present Asset:P.....(*Attach details*)
7. Where is/are the sources of start-up capital for the enterprise?
 - 7.1 TREE Project (Tools, Equipment, training/production supplies):
.....P.....
 - 7.2 Other donors
Name/s of Donor/s:P.....
Conditions:
Problems encountered:
.....
 - 7.3 Loan/Credit:P.....
Name of creditor:
Basic Conditions:
 - ☐ Collateral What?
 - ☐ Mortgage of tools or equipment
 - ☐ Specific period of payment
 - ☐ Interest rate per year/annum
 Other conditions:
 Problems encountered:

 - 7.4 Products (*If enterprise is engaged in production*)
 - 7.4.1 Name/Kinds of Products of the enterprise:

Names of Products being produced	Volume of Production/period

² Source: ILO. *Rural skills training: a generic manual on training for rural economic empowerment (TREE)*, Geneva, 2009, pp. 212-216.

7.5 Services (If enterprise is engaged in services)

Names of services being sold/delivered	Volume of clients/period

II – Business Operation**A – Production/Service materials**

- What are the raw materials of the products?
.....
.....
- From where are they obtained or bought? Give the exact source of the materials?
.....
.....
- What were/are the problems in getting raw materials?
.....
.....
- How did the owner/s solve the problems?
.....
.....

B - Production Technology

- What is the kind of technology used?
☐ Purely by hands
☐ Mechanized

If mechanized, what are the tools or machines used? (Provide list)

From where the tools or machines were bought/made?

- ☐ Local
☐ Imported
☐ Fabricated

C – Marketing

- Who are the buyers/customers of the products/services?
.....
.....
☐ Local
☐ Foreigners
☐ Mixed
- To what income bracket do they belong?
☐ From the poor
☐ From the middle class
☐ From the upper class
☐ Others, please specify
- Is the product being exported?
To what country/s?



4. How does the business promote the Product?
☐ by radio
☐ by newspaper
☐ by TV
☐ by their own sales persons
☐ by word of mouth
☐ by other means
or is there no promotion at all?
5. How are products being packaged?
by cartons?
by paper?
by plasticbags?
by any other material?
or, is there no packaging at all?
6. What is/are the Trade Marks used in the products? *(if there are any)*
.....
7. Where are the products being sold or displayed for sale? *(please give the exact places)*
.....
.....
(Ask whether the sales outlets are owned by the proprietor/s or by other retailers. Please give short description, or diagram on how the products are being distributed to these market outlets.)
8. Are there known competitors of the products? Where are they? What is the advantage of the enterprise's products over the others? Or what are the advantages of the competitors over the enterprise's products? *(Give short description.)*
.....
.....
9. How does the owner/s determine the prices of their products?
.....

D – “Enterprise system / forward and backward linkages”

1. Is the enterprise DELIBERATELY aware or applying the concept of “enterprise system”, or forward and backward linkages of entrepreneurial activities among its members or within the community?
Yes ☐ No ☐
If yes, describe based on the following:
From where does the enterprise buy its supplies and other production/service materials?
.....
.....
To whom does the enterprise sell their products?
.....
.....
From whom does the enterprise get its capital requirements?
.....
.....
2. What are the benefits experienced?
.....
.....
3. What are the problems or difficulties met?
.....
.....
4. What are the recommendations or suggestions?
.....
.....

E – Financial Management

1. How does the owner/s determine the prices of their products?
(Ask and please provide a formula showing the cost of production and profit margins.)
.....
.....
2. Who handles the financial aspect of the business?
(Find means to interview him/her)
3. Is there any accounting record of the business?
(Describe and bring a sample if possible)
4. Is it using banks to deposit money?.....
If yes, what is the name of the Bank?
5. How does the owner/s make their financial plans, budget, income or expense forecasts?
.....
.....
6. Did the owner/s made any additional investments aside from the original capital?
.....
How much is the additional investment?

F – Issues and Problems

What are the problems and issues met by the enterprise operators?

1. In terms of Skills
 2. In terms of capital
 3. In terms of savings
 4. In terms of marketing
 5. In terms of production
 6. In terms of financial management
 7. In terms of the overall business management
 8. Others (Government support, etc.)
- (Please list down and describe in detail if possible in another page.)

G – Motivation

1. What is the most important motivation that drives the respondents to continue operating the enterprise?
2. In what specific aspects of the enterprise do they find satisfaction?.....
3. Would they want their children to be in the same enterprise project, or to continue the enterprise?
If no, why?
4. Given another chance, would they still want to be in the same enterprise project?
If no, why?



H - Future Plans

What are the future plans of the enterprise operators? *(Note: Refer to Issues and Problems as a guide for the interview.)*

III - Findings and recommendations of the Interviewer

(Recommendations shall focus on possible post-training assistance under the TREE Methodology in relation to the outcome of the interview)

Name and Signature of Respondent:

Name and Signature of Interviewer:

Date of Interview:.....

Tool 3. Follow-up visits for small businesses³

Client Visit form 1: Start up activities

Client Adviser

Business District

Travel Time Date

Duration of Visit No. of Workers

Start-up Activities

ASSESSMENT

ACTION Yes No N/A

1. Have premises been obtained, paid and agreement signed?
.....

2. Have licences been acquired?
.....

3. Is security sufficient?
.....

4. Developing a marketing plan?
.....

5. Is all the necessary equipment available?
.....

6. Are there sufficient supplies?
.....

7. Is there adequate storage for equipment and supplies?
.....

8. Is there an established work schedule?
.....

9. Are products displayed well?
.....

10. Known visiting schedule of business/trade adviser?
.....

11. Is there a clear business sign?
.....

12. Is work environment appropriate?
.....

CLIENT SIGNATURE

ADVISER SIGNATURE

³ Source: ILO. *Rural skills training: a generic manual on training for rural economic empowerment (TREE)*, Geneva, 2009, pp. 179-183.



Client Visit Form 2: Production

Client Adviser

Business..... District

Travel Time Date

No. of Workers

Production Activities Page 1/2**ASSESSMENT**ACTION
Yes No N/A**RAW MATERIALS**

1. Are materials available?
.....
2. Are quantities sufficient?
.....
3. Are the prices fair?
.....
4. Is the quality acceptable?
.....
5. Are materials properly utilized?
.....
6. Are materials properly stored?
.....

TOOLS & EQUIPMENT

7. Are they adequate?
.....
8. Are they well maintained?
.....

PRODUCTION PROCESS

9. Do operators have adequate skills?
.....
10. Is the production process well organized?
.....
11. Are work schedules in place?
.....
12. Is product quality acceptable?
.....
13. Is production quantity acceptable?
.....
14. Are working conditions safe and healthy?
.....
15. If there are wage workers, do they have written contracts?
.....
16. Are the wages set according to laws and regulations?
.....

Production Activities Page 2/2

Client.....Business

ASSESSMENT

ACTION
Yes No N/A16. Are the principles of equal pay for work of equal value applied?
.....17. Other:
.....
.....**COMMENTS**
.....
.....
....._____
CLIENT SIGNATURE_____
ADVISER SIGNATURE

Client Visit Form 3: Marketing

Client.....Adviser

Business.....District.....

Travel TimeDate.....

Duration of VisitNo. of Workers

Marketing Activities - Page 1/2**ASSESSMENT****ACTION**
Yes No N/A1. Knowledge of customers needs?
.....2. Customers seem satisfied?
.....3. New customers prospected?
.....**PRODUCT**4. Is the quality acceptable?
.....5. Is the quantity sufficient?
.....6. Is the product effective?
.....7. Are people buying more or less?
.....**BUSINESS**8. Is the location suitable?
.....9. Are people aware of the location?
.....**PRICING**10. Are prices acceptable?
.....11. Are prices competitive?
.....12. Is the profit margin sufficient?
.....**PROMOTION/ADVERTISING**13. Do customers have knowledge of product(s)?
.....14. Is a sign board in place?
.....15. Are products well presented?
.....

Marketing Activities - Page 2/2

Client.....Business

ASSESSMENT

ACTION
Yes No N/A16. Are workers paid on time?
.....17. Are debtors paying on time?
.....18. Are there outstanding debts?
.....19. Other:
.....
....._____
CLIENT SIGNATURE_____
SIGNATURE

Client Visit Form 4: Finance

Client.....Adviser

Business.....District.....

Travel TimeDate.....

Duration of VisitNo. of Workers

Finance - Page 1/2**ASSESSMENT**
ACTION
 Yes No N/A
1. Record Keeping?
.....2. Is the loan being repaid?
.....3. Is there a cash book?
.....4. Is the cash book up to date?
.....5. Are all business transactions recorded?
.....6. Other?
.....**BUDGETING**7. Is there a budget?
.....8. Is the budget followed?
.....9. Are products costed?
.....10. Are products well priced?
.....11. Is there sufficient working capital?
.....12. Other:
.....**CREDIT/DEBIT**13. Are creditors promptly paid?
.....14. Is loan repayment up to date?
.....15. Has rent been paid?
.....

Finance - Page 2/2

Client.....Business

ASSESSMENT

ACTION
Yes No N/A16. Are products easily available?
.....17. Are sample products available for display?
.....18. Other:
.....
....._____
CLIENT SIGNATURE_____
SIGNATURE

Example of completed Client Visit Form

Client : **NOTE: TO BE FILLED**

Business Name: IN BY ADVISERS

Business Location: DURING VISITS

Date: WEEKS 1 - 4

Poultry

ASSESSMENT /REMARKS

.....

START-UP

1. Necessary equipment available for clearing chicken run, repairing buildings, etc.
2. Necessary feeds and water available.
3. Adequate storage available for feeds, medical supplies, etc.
4. Established work schedule.
5. Attractive business sign, identify eggs or chickens for sale.
6. 1st loan instalments paid.

PRODUCTION

1. Eggs production satisfactory.
2. Sufficient labour to tend chickens.
3. Are working conditions safe and healthy?
4. If there are wage workers, do they have written contracts?
5. Are the wages set according to laws and regulations?
6. Material properly used and accounted for.
7. Tools and equipment well maintained.
8. Eggs of high quality.

MARKETING

1. Market for products identified.
2. Price competitive.
3. Profit margin sufficient.
4. Customers seem satisfied.

FINANCE

1. Loan being repaid as scheduled.
2. Cashbook well maintained.
3. Budget prepared.
4. All products costed.
5. Sufficient working capital.
6. Creditors promptly paid.
7. Debtors paying promptly.

OTHER COMMENTS

.....

.....

.....

CLIENT SIGNATURE

SIGNATURE



Module 5.2

Cooperatives

5.2 Cooperatives

This module will:

- introduce the concepts of full-fledged cooperatives and simplified cooperative structures;
- describe cooperative principles and procedures;
- demonstrate the advantages of cooperatives for economic reintegration of the project target group;
- explain that cooperatives, though pursuing social objectives, are economic enterprises and need sound economic management;
- highlight the importance of respect of certain principles like voluntary membership and independence;
- explain how to prepare, start and monitor cooperatives.



What to consider?

Cooperatives are an attractive option for the target group

Cooperatives, which by nature are participatory and inclusive as well as responsive to the needs of their members and those of the wider community, are an attractive option for many children and youth formerly associated with armed forces and groups and other conflict-affected children. The implementing agency is firmly encouraged to support participants in their efforts to set up cooperatives. What are cooperatives? Cooperatives are:

...autonomous associations of persons united voluntarily to meet some common economic, social and cultural needs and aspirations through a jointly owned and democratically-controlled enterprise.¹⁷

1. Full-fledged cooperatives and simplified cooperative structures

Simplified cooperative structures function according to cooperative principles without fulfilling all the requirements of a full-fledged cooperative

This broad and generally accepted definition covers a wide range of self-help organizations. They may be found in all sorts of sectors, for example in agriculture, fishery, forestry, cattle- raising, cash-crop marketing, handicraft, credit and savings, community services, natural resource managing, waste disposal, and transport. They may be of different sizes, stages of development, degrees of complexity; they may be of different types, as farmers, service, workers or consumer cooperatives; they may be single-purpose or multi-purpose cooperatives; they may be limited to shared supply of raw materials, marketing of products, use of certain equipment or include collective production; and they may be of different levels of cooperative organization from informal, unorganized self-help associations up to full-fledged formal cooperatives.

¹⁷ See International Co-operative Alliance: *Statement on the cooperative identity* adopted in Manchester, 1995, and ILO Recommendation, Promotion of Cooperatives, 2002 (No. 193).

The present module treats the term cooperative generically, including the multiplicity described above. Present-day cooperative thinking and practice distinguishes between full-fledged cooperatives and simplified cooperative structures, i.e. “organizations that function according to cooperative principles without fulfilling all the requirements of a full-fledged cooperative”.¹⁸ The former term pre-cooperatives has been abandoned, as it implies that pre-cooperatives should develop to become full-fledged cooperatives, which is not considered a requirement any more. Simplified cooperative structures are permanent cooperative structures of their own. Some countries have adopted separate laws for cooperatives and simplified cooperative structures.

2. Cooperative principles and procedures

All cooperatives have common principles and procedures

What distinguishes simplified cooperative structures and full-fledged cooperatives from other economic entities is that they all share the same cooperative principles and procedures:

1. Voluntary and open membership
2. Democratic member control
3. Member economic participation
4. Autonomy and independence
5. Education, training and information
6. Cooperation among cooperatives
7. Concern for community.¹⁹

3. Different perceptions of cooperatives

The terminology used by the project should be adapted when necessary

In some countries, these principles have been severely violated by government intervention in the internal affairs of cooperatives. People may have been forced into state-controlled cooperatives, and they may still be sensitive to the discredit thrown on cooperatives by government misuse. Authorities in charge of cooperatives should give support to them, establish national laws and rules concerning the functioning of cooperatives, but not intervene in their management. In some post-conflict situations, cooperatives may also be rejected by local people because government as well as rebels misused cooperatives as a deliberate strategy to foster alignment. Thus, terminology may still be an issue. If this is the case, you may adapt terminology, as long as it is understood that your “association” or “self-help group” or whatever term you may use, is based on the above cooperative principles, including the principle of independence from government, but also from vested local economic interests, and, as may be the case of your project’s target group, from family or friends or former commanders in the armed forces and groups.

In other countries, on the contrary, cooperatives are very popular. In these cases, it is important to avoid creating unreasonably high expectations and moreover to ensure that the prospective cooperative members understand that the cooperative they are going to create is an economic enterprise that needs to be managed according to sound economic principles. They have to understand that a cooperative is not a cure-all, and that being member of a cooperative imposes constraints.

¹⁸ See H. Henry: *Guidelines for cooperative legislation* (Geneva, ILO, 2005), 2nd edition, p.11-12.

¹⁹ The full text is joined as Tool 1: *ICA Statement on the cooperative identity*.

4. Advantages of cooperatives for your target group

There are several advantages to grouping young persons into cooperatives

What are the advantages of the creation of a cooperative for the target group of the project? Cooperatives:

- foster self-help and responsibility;
- allow allocation from the individual installation grants to purchase equipment and rent workplaces that would otherwise be unavailable to individual micro-entrepreneurs;
- may provide access to supplementary financial resources and/or services that would otherwise be inaccessible for individual micro-enterprises (for instance loans from providers of financial services);
- provide better protection against fraud, or harassment by administrative services;
- allow the participants to benefit from economies of scale;
- may give status, empowerment, voice of cooperative members in the community;
- provide the possibility of combining capacities and incapacities, for instance by focusing on the capacities of children and youth with disabilities in order to cooperate productively with non-disabled members;
- can reduce the vulnerability of disadvantaged members in case of emergencies or illness;
- can better respond to specific constraints of girls and young women (child care);
- facilitate enhanced social contacts;
- function as schools of social dialogue and democracy;
- can accept increased social and labour standards;
- foster peace building and reconciliation on micro- and community level.

5. Service and Workers' Cooperatives

The cooperatives supported by the project are the workers' cooperative type

Cooperative theory and practice distinguishes between "service" and "workers'" cooperatives (see Box 5.2.1). Given the objective of the reintegration project and the economic reality of the participants, the prospective cooperative would be of the type "workers' cooperative".

Box 5.2.1

Service and workers' cooperatives

Workers' cooperatives are usually concerned with manufacturing rather than farming. The important distinction here, however, is not between agricultural and non-agricultural cooperatives but between service and workers' cooperatives.

Service cooperatives exist to provide marketing, supply, equipment hire, credit and other such services to their members, generally independent farmers. Obviously, independent craftsmen, such as carpenters or tailors, can also form service cooperatives.

Workers' cooperatives, on the other hand, are set up to provide jobs to members, not services. Members of a service cooperative own the co-operative and buy from or sell to it; members of a workers' cooperative own it and also work for it.

The term “workers' cooperative” has been chosen because it is probably the most widely used term to describe this kind of organization. Other terms in common use include industrial cooperative, producers' cooperative and workshop cooperative. The terminology is not important; the critical determinant is not the particular activity undertaken but the fact that members of service cooperatives retain their own independent economic activities, while members of a workers' cooperative are actually employed by it.

Source: ILO MATCOM – A Workers' Cooperative. The decision to start. Material for training of cooperative advisors p.3.

6. Restrictions concerning age of members

Because some members may be children, the prospective cooperatives of the target group will necessarily belong to the simplified cooperative structure

In most countries, cooperative legislation, or civil law, prohibits the admission of legal minors to cooperatives, as membership of economically active minors has implications for the issue of financial liability, the right to vote and the eligibility to posts of responsibility. Membership of legal minors may be accepted, but without such rights. (See Box 5.2.1). A combination of project participants above the age of 18 with others below the age of 18 (or whatever may be the legal age for adults in the country) would be a solution in legal terms, but the basic cooperative principle of “democratic member control” would not be respected. Insofar as prospective cooperative members would invest all or part of their installation grant into the capital of the cooperative, exclusion from decision-making would be unacceptable. Participation in a cooperative with these inequalities based on legal age requirements should be discouraged. Thus, the prospective cooperative of your target group would necessarily belong to the simplified cooperative structure type of a “workers' cooperative”.

Box 5.2.2

Restrictions concerning age

The admission of legal minors is generally an exception to the civil law of the country concerned. Without preventing economically active minors from membership, the possibility of minors to affiliate themselves to a cooperative needs careful studying of the implications in terms of responsibility and financial liability, the right to vote and the eligibility to posts of responsibility. In order to avoid joining a cooperative becoming a means of access to a position that would not legally be accorded to minors individually, their number and rights must be limited. Notably, minors must be prevented from being able to control the cooperative...

Source: H. Henry: Guidelines for cooperative legislation (Geneva, ILO, 2005) 2nd edition, p.26.

7. No unnecessary formalization

At least in the initial phase formalization of the prospective cooperative should be kept to a minimum

Formalization entails costs and operational constraints. As the prospective cooperative will be relatively small, in terms of membership and in terms of operations, the above mentioned advantages of cooperatives can well be enjoyed without complex regulations and bureaucratic procedures, provided they are capable of clearly defining the cooperative procedures and the field of action of the cooperative. On the other hand, whenever possible, registration of the cooperative with the competent local authorities should be sought, especially if registration of simplified structures is accepted by national cooperative legislation. The creation of the cooperative has important financial implications for all members and the success of the economic reintegration of all of them depends on sound management of the cooperative. Each young person who participates in a cooperative will entrust his/her economic and social future to the cooperating group; they will invest all or part of their installation fund in the cooperative. Protection of such an undertaking is extremely important. Official registration provides a legal identity to the cooperative and the basis for legal protection of the enterprise. Apart from legal protection, official registration also provides access to any technical support the authorities may be able to provide. Access to financial services also normally depends on the official registration of the cooperative.



What to do, how to do it?



Step 1: Becoming familiar with cooperative principles, procedures, and national cooperative legislation

- Familiarize both yourself and the interested beneficiaries with the **principles and procedures of cooperatives**.



See [Tool 1](#): Statement on the Cooperative Identity.

- Inform yourself and interested beneficiaries about **national law and regulations** concerning cooperatives. Consult the local authority in charge of cooperatives, if there is one, and/or other agencies with direct experience and links to cooperative structures; locate local information resources on cooperatives.
- **Clarify possible options for the formal status** of prospective cooperatives of project beneficiaries. As indicated above, the fact that the majority of the project's beneficiaries are under the age of 18 has implications for the legal status of prospective cooperatives. As seen above, the most appropriate form would probably be a simplified cooperative structure of a workers cooperative. Some countries have specific laws for simplified cooperative structures that allow registration without the obligation to fulfill all requirements of a full-fledged cooperative.



Step 2: Preparing the formation of cooperatives

- Preparation of cooperatives should take place during the training period (vocational skills, basic education and entrepreneurship). The basic business plan of the cooperative and membership of the cooperative should be determined **before the end of the training period**.
- **Encourage beneficiaries to form cooperatives.** Inform interested beneficiaries about the advantages of cooperatives, but also about the implications of being a member of a cooperative.
- Make sure that beneficiaries come together on the basis of **free mutual choice and trust**. Implementing agencies should never force a group of beneficiaries to get together to form a cooperative on the grounds that it may be more practical or on any other practical grounds (e.g. geographic proximity). Experience shows that cooperatives created on such grounds have no chance of surviving. Voluntary association of members should be the basic principle of formation of cooperatives, because a cooperative is a business model based on democratic control by its members, and its success depends on the voluntary participation and involvement of its members who own and run it.
- Members must adhere to the cooperative values and principles already mentioned, but also agree on the **objective** of the cooperative. A series of workshops can be held to determine such an objective and refine the vision as well as the core values of the cooperative. The cooperative, therefore, should be based on a clear vision and values upon which all members agree. The objectives can be attained through tailor-made activities, which would in turn lead to tangible results.
- Make sure that prospective cooperatives **keep a balance** between children and youth formerly associated with armed forces and groups and other conflict-affected children, as well as between boys and girls. Cooperatives which are only composed of children and youth formerly associated with armed forces and groups experience considerably more difficulties than cooperatives that are mixed. The presence of other conflict-affected children has a positive socialization and regulation effect on children and youth formerly associated with armed forces and groups. The same

positive experience has been found when including boys and girls in the composition of a cooperative. For example, both sexes expressed more trust in financial management by girls. Furthermore, cooperatives adapt more easily to specific constraints of girls and young women, for instance to arrange working hours in consideration of childcare obligations. Cooperatives, based on the principle of equality, also provide a better protection of girls and young women against exploitation and harassment than wage employment. However, concern about a balanced membership composition should not lead to violation of the principle of voluntary choice. Furthermore, when differences are important, for instance in age, balanced membership may in fact lead to profound imbalances in the functioning of the cooperative.

- Cooperatives can be excellent schools for **national reconciliation** on the micro-level. Whenever possible, promote membership of children from different military fractions in the same cooperative. Such cooperatives may also have high sensitization value for surrounding communities.
- Examine, together with the prospective cooperative members, and with the assistance of project partners responsible for the technical and managerial follow-up of the project whether the prospective cooperative has a sufficiently **precise and realistic business idea**. The general orientation should be to start with small-scale operations, and proceed progressively. Expectations which are too high should be avoided. Prospective members of the cooperative should clearly understand that cooperatives are economic enterprises, and not charity associations, even though they may have social objectives. Vague ideas about future activities of the cooperative are not sufficient. Examine the following questions:
 - Have market analyses been carried out? Are they conclusive?
 - Do the members have the necessary technical skills or will they acquire them in time (agriculture, crafts, and services)?
 - Do members of the cooperative have the necessary business skills or is relevant entrepreneurship training planned before they start the cooperative?
 - Are the available financial resources (project resources earmarked for installation) sufficient for the cooperative project? What other financial or physical assets can be included in the resources of the prospective cooperative?
 - Are adequate follow-up services provided for?
- Ensure that prospective members fully understand and accept the **commitment and constraints** involved in being member of a cooperative, including the decision to allocate a part of or their entire installation grant.
- Promote membership of children and youth with **disabilities**. A person with a disability may be disabled in one respect, but may be fully functional in all others. Cooperatives allow matching a disabled person's abilities with those of non-disabled members in a way that the productivity of the cooperative as a whole remains unchanged. A person with a limited ability to walk will be perfectly productive when other members of the cooperative do the part of the collective work that requires swift mobility; there are many examples of agricultural cooperatives where blind members were as productive as any non-disabled member. In many cases, collective organization of tasks allows using a disabled person's ability so that the impairment is not an issue. Even when it is not possible to completely compensate for the disability of a member and a supplementary expense for workplace accommodation or special equipment is necessary, the cooperative principle of equity, which weighs more than equality, makes the cooperative a good workplace for persons with disabilities.
- Ensure that **HIV infection**, if known, is not a factor of exclusion from cooperatives.
- Explore the possibility to integrate interested beneficiaries in existing cooperatives outside the project. **Membership in existing cooperatives** allows them to benefit from established services, markets, experiences and larger scale operations.

Integration in existing cooperatives has several other advantages: it allows the acquisition of cooperative, technical and management experience on the spot for those with low vocational skills and provides social integration in networks outside the projects. Existing cooperatives may see an advantage in the financial input provided by the newcomer (installation grant). Where legal minimum age requirements for cooperative leaders and managers exist, integration of participants under minimum legal age into existing cooperatives may be an initial solution (but note restrictions on this point mentioned in the “What to consider” section).

- Integration of project beneficiaries in existing cooperatives requires **advocacy and facilitation** efforts from the implementing agency.



Step 3: Starting a cooperative

a) Drafting internal regulations of the cooperative

- Ensure that drafting of the internal regulations of the cooperative respects cooperative principles and procedures. Contact local authorities in charge of the promotion of cooperatives and examine whether national legislation requires the application of standard regulations. Contact existing local cooperatives and discuss existing models. Draft regulations that **correspond to your objectives and needs**. For example: regulations for a service cooperative limited to shared supply of raw materials, marketing of products, or the use of a collectively owned park of equipment, without cooperative production needs different regulations than a workers' cooperative. Formalized internal regulations are necessary, but formalization should not be an abstract objective. Start with a simple form as the drawback to formalization is that it has costs and operational constraints. The regulations should, however, include at least the following items:

- Name of the cooperative
- Objectives of the cooperative
- Registered office of the cooperative
- Membership: criteria for membership, equality of members; application for membership; cessation of membership; capital share, physical assets provided by members
- Management of the cooperative: elected Committee, Secretary, Treasurer; rules for election and duration of mandate; regularity of meetings, obligation to participate in meetings; reporting (managers to elected leaders, leaders to members); voting
- Investment of funds
- Credit taking
- Application of profits
- Registration, documentation
- Dissolution of the cooperative



See Tool 2: Specimen for internal regulations of a cooperative. It should be adapted to the specific local context and to the selected degree of formalization.

b) Electing the Committee of the cooperative

- Members of the cooperative have to elect the cooperative Committee, in line with the internal regulations. According to general practice, a committee should not have less than five members, including the Secretary and the Treasurer. The implementing agency should ensure that all Committee members are **freely elected** and not imposed. **Rotation** should be favored.
- The implementing agency should promote the election of **girls and young women** into the Committee.

c) Registering the cooperative

- Ensure registration of the cooperative with the **competent local authorities**. Even though, especially in the initial phases, formalization should be kept to a minimum, you should try to ensure official registration of the cooperative with the competent local authorities, in any case, for reasons explained in the “What to consider” section above.
- Registration with the competent authorities should not interfere with the **independence of the cooperative**. Cooperative leaders/managers should report to cooperative members, and not to the authorities in charge of cooperatives. Much harm has been done to the cooperative movement by governments that tried (and succeeded) to interfere in the internal management of cooperatives.



See Tool 3: Specimen for registration of a cooperative.

d) Ensuring technical and management support

- In the event that you have chosen to involve a **specialized agency** for technical and management support during start-up and consolidation (see Modules 4.3 and 5.1), ensure its **assistance to the new cooperatives**. Contact and refer to other local agencies with direct experience and links to cooperative structures, or involve such agencies as direct project partners, if advisable and financially possible. Managerial support should include operationalizing the initial business plan and defining clear indicators for monitoring progress. The role of each member of the cooperative should be clearly defined. Support is needed for initial decisions concerning investments (renting the workplace, buying equipment) and deciding on distribution of profits between investments and consumption. Technical support during installation and consolidation is particularly important. Cooperatives in the agriculture sector (including fishing, fish-farming, forestry) are especially at risk if not supported by specialist technical advice, for instance from agricultural extension services, agricultural competency centers²⁰, or farmers’ associations. Among other factors: the seasonal character of agricultural production and marketing needs; careful timing of the start of an agricultural cooperative; or lack of agricultural expertise may ruin the whole undertaking in a very short time. Visits to other cooperatives in the area are a useful method to build up capacities of cooperative members in terms of technical and managerial skills and cooperative behaviour. Capacity building should also target leadership training for the cooperative leaders: governing skills and democratic behavior; capacity to foster adhesion and cooperative behaviour throughout the cooperative; and respect for cooperative principles.

²⁰ The ILO regional COOP Africa Programme collaborates with such Centres of Competence in several African countries. “The centres are institutions having significant technical skills, expertise and capacity on cooperative-related activities, such as training, guidance, advocacy to provide technical support to cooperative organizations”. See www.ilo.org/coopafrika.

e) Diversification of activities and networking

- There are no general rules pertaining to the optimum size of a cooperative. Everything depends on the local circumstances. Too many participants may slow things down but this can also lead to a better constructed plan. **Larger cooperatives should diversify activities.** Diversification may allow the development of activities along the same value chain, or the exploration of new products or services. An agricultural or artisans' cooperative may develop additional commercial activities, or transport, or restaurant services. Diversification allows members to rotate between different activities, making jobs more interesting and attractive. Diversification of production also allows diversification of risks and equitable distribution of revenues and repartition of revenues over the year, which may be an essential advantage for agricultural activities. Larger cooperatives may also split and give birth to a network of cooperatives of project beneficiaries, or different cooperatives initiated by the project may organize to complement each other or to develop services for their mutual benefit.

f) Networking with other cooperatives

- Networking with other cooperatives, like joining an association or a federation of cooperatives, is **useful**. Networks of cooperatives may promote an enabling national cooperative policy framework, concerning laws and regulations, a favourable national and local tax system, or access to financial services. Networks also allow exchange of useful information and experience. However, beware of too much bureaucracy too early. Joining a federation of cooperatives involves extra administrative work, and supplementary costs.
- Promote **clustering** of the project's cooperative(s) with other cooperatives within the given geographical area or on the basis of similarity/complementarity of activities.
- **Networking between cooperatives** initiated by the project will be favoured by common interests arising out of economic interconnection, but also by age group affinities and by shared experiences, before and within the reintegration project.

g) Accessing financial services

- Cooperatives as legal entities may gain access to financial services. **Safe deposit facilities** are a service particularly valued by cooperatives given the potential for higher cash transfer requirements for cooperatives as compared to individual micro-enterprises. Liabilities of cooperative members for loans taken by the cooperative should be clearly indicated in the internal regulations.



Step 4: Monitoring of cooperatives during start-up and consolidation

- Plan for **provisional involvement of the implementing agency** during consolidation. The implementing agency might propose a special status for itself within the cooperative during a predetermined consolidation phase, especially if the implementing agency is specialized in the cooperative's technical field of production. Such a special status might be included in the internal regulations of the cooperative. This kind of arrangement has proved useful in other programmes, but the terms should be freely negotiated with the cooperative's members and accepted by them. Involvement of the implementing agency in the cooperative's start-up and consolidation may also be required because of the agency's responsibility towards the donor for the sound use of project funds.

- Ensure the provision of **psychosocial follow-up**, if necessary. Working together in a cooperative may accentuate the gravity of psychological problems of more fragile members and finally disturb the smooth functioning of the cooperative altogether. Experience has demonstrated the usefulness of psychosocial follow-up of cooperatives during the consolidation phase, giving assistance to fragile members and keeping group dynamics under control. You may continue to use psychosocial referral services used at the beginning of the project for that purpose.
- **Ensure social and economic monitoring and evaluation of cooperatives.** Cooperatives have economic and social functions. Although these functions cannot be separated, follow-up of the cooperative should be done on the following two criteria: 1) supervision of the respect of internal regulations, cooperative principles and procedures in general and 2) economic management and performance.
- **The implementing agency should be responsible for monitoring the respect of internal regulations, cooperative principles and procedures, and working conditions** within the cooperative. This includes supervision of:
 - transparency of administration, regular reporting to cooperative members;
 - equality of all cooperative members (one member/one vote);
 - absence of domination by stronger members;
 - independence of the cooperative, absence of interference from authorities and vested interests, but also from families and/or friends of cooperative members;
 - continued voluntary membership;
 - regularity of new memberships, or of cessation of memberships; successful cooperatives tend to attract newcomers; enlarged membership should however be carefully checked against economic capacity of the cooperative and social coherence between members;
 - collective decision making on all strategic issues, for instance on reinvestment/consumption of profits, or loan taking;
 - regularity of meetings, attendance of meetings;
 - respect of democratic procedures;
 - the behaviour of cooperative leaders: governing skills and democratic behavior, capacity to foster cooperative behaviour throughout the cooperative;
 - equality of members with disabilities;
 - equality of girls and young women;
 - commitment of members;
 - respect of occupational safety and health regulations, elimination of safety and health hazards.

Most of the indicators for social performance are difficult to monitor without observation from the inside. This is another factor in favor of giving the implementing agency a special status within the cooperative during start-up and consolidation.

- **Follow-up on economic management and performance should be carried out by the agencies in charge of technical and management services** given to the project beneficiaries, which may in most cases be the implementing agency (see Module 5.1). On the technical level, such follow-up and evaluation is not different from follow-up of individual micro-entrepreneurs. However, it has been pointed out that economic performance of a cooperative cannot be separated from its social performance, and agencies in charge of technical and management support and monitoring should be trained in the specificity of cooperative management.

- Monitoring (and eventually, evaluation) of cooperatives is a complex exercise, as it has to consider their combined economic and social performance. It points to the importance of the initial definition of **indicators** that are significant for measuring progress on both dimensions, and of their updating, if necessary. It gives a role to the technical and management specialists supporting the project, but it also demonstrates the key role of the implementing agency as responsible for the social and economic reintegration process as a whole.



See Tool 4: Model for evaluation of cooperatives. It provides a model for monitoring and evaluation of cooperatives according to selected criteria.



Tools (see full text in CD-ROM)

1. Statement on the Cooperative Identity
2. Specimen for internal regulations of a cooperative
3. Specimen for registration of a cooperative
4. Model for evaluation of cooperatives

Tool 1. Statement on the Cooperative Identity¹

Definition

A co-operative is an autonomous association of persons united voluntarily to meet their common economic, social, and cultural needs and aspirations through a jointly owned and democratically-controlled enterprise.

Values

Co-operatives are based on the values of self-help, self-responsibility, democracy, equality, equity and solidarity. In the tradition of their founders, co-operative members believe in the ethical values of honesty, openness, social responsibility and caring for others.

Principles

The co-operative principles are guidelines by which co-operatives put their values into practice.

1st Principle: Voluntary and Open Membership

Co-operatives are voluntary organisations, open to all persons able to use their services and willing to accept the responsibilities of membership, without gender, social, racial, political or religious discrimination.

2nd Principle: Democratic Member Control

Co-operatives are democratic organisations controlled by their members, who actively participate in setting their policies and making decisions. Men and women serving as elected representatives are accountable to the membership. In primary cooperatives members have equal voting rights (one member, one vote) and cooperatives at other levels are also organised in a democratic manner.

3rd Principle: Member Economic Participation

Members contribute equitably to, and democratically control, the capital of their cooperative.

At least part of that capital is usually the common property of the cooperative.

Members usually receive limited compensation, if any, on capital subscribed as a condition of membership. Members allocate surpluses for any or all of the following purposes: developing their co-operative, possibly by setting up reserves, part of which at least would be indivisible; benefiting members in proportion to their transactions with the co-operative; and supporting other activities approved by the membership.

4th Principle: Autonomy and Independence

Co-operatives are autonomous, self-help organisations controlled by their members. If they enter to agreements with other organisations, including governments, or raise capital from external sources, they do so on terms that ensure democratic control by their members and maintain their co-operative autonomy.

5th Principle: Education, Training and Information

Co-operatives provide education and training for their members, elected representatives, managers, and employees so they can contribute effectively to the development of their co-operatives. They inform the general public – particularly young people and opinion leaders - about the nature and benefits of co-operation.

¹ International Co-operative Alliance: *Statement on the cooperative identity* adopted in Manchester, 1995.



6th Principle: Co-operation among Co-operatives

Co-operatives serve their members most effectively and strengthen the co-operative movement by working together through local, national, regional and international structures.

7th Principle: Concern for Community

Co-operatives work for the sustainable development of their communities through policies approved by their members.

Adopted in Manchester (UK), 23 September 1995.

Tool 2. Specimen for internal regulations of cooperative²

ICOM 1982

Session 12
Sheet 6

RULES OF HARDWORK CO-OPERATIVE LIMITED

(registered under the Industrial and Provident Societies Acts 1965-1978)

1. The NAME of the Society shall be
.....limited (hereinafter referred to as the Co-operative)
2. The OBJECTS of the Co-operative shall be to carry on the business as a bona fide co-operative society of
(a) Manufacturing or selling
.....
Providing the service of.....
.....
(b) Manufacturing or selling or hiring whether as wholesalers, retailers, agents, or otherwise, such other goods (or providing such service) as may be determined by a General Meeting.
.....
In carrying out of the aforesaid objects the Co-Operative shall have regard to promoting the physical, mental and spiritual well-being of the Community especially those who participate in the activities of the Co-operative by reason of employment in or purchasing from selling to the Co-operative and to assist people in need by means whatsoever.
3. POWERS. The Co-operative shall have power to do all things necessary or expedient for the fulfilment of its objects, provided that assets of the Co-operative shall be applied only for the purposes of those objects which do not include the making over assets to any member except for value and except in pursuance of arrangements for sharing the profits of the Co-operative among the members as provided for in Rule 14(b).
4. The REGISTERED OFFICE of the Co-operative shall be at
42 Canal Street, Rainsworth.....
NORTSHIRE
5. The SHARE CAPITAL of the Co-operative shall consist of shares of the nominal value of one pound each issued to persons upon admission to Membership of the Co-operative. The shares shall be neither withdrawable nor transferable, shall carry no right to interest dividend nor bonus and shall be forfeited and cancelled on cessation of membership from whatever cause and the amount paid-up thereon shall become the property of the Co-operative. A member shall hold one share only in the Co-operative.
6. MEMBERSHIP
(a) The membership of the Co-operative shall consist of all those who sign the Application for Registration (the Founder Members) and other persons. If an application is sent to the Chief Registrar of Friendly Societies for a certificate under the provisions of the Industrial Common Ownership Act 1976 that the Co-operative is a common ownership enterprise, any Founder Member who is not employed by (or by subsidiary) the Co-operative on the date when the application is so sent shall cease to be a Member on that date provided that if the Registrar refuses to give such a certificate each such former Founder Member may elect to be readmitted as a Founder member. Except for Founder Members (who shall be subject to the aforementioned provision as to cessation of their membership) only persons who are employed by (or by a subsidiary of) the Co-operative may be members of it.

2 Source: ILO MATCOM – A workers Cooperative. The decision to start. Material for training of cooperative advisors. Session 12, Sheet 6.



- (b) All persons who are employed by (or by a subsidiary of) the Co-operative may be members, subject to any provision in the rules about qualifications for membership which is from time to time made by the Members, by reference to age, length of service, or other factors of any description which do not discriminate between persons by reference to politics or religion.
7. APPLICATION FOR MEMBERSHIP. On application for membership and payment of the £1 by any person qualifying under Rule 6(b) above and who has attained the age of 18 years the Co-operative shall issue him or her with one share and copy of the rules of the Co-operative.
8. CESSATION OF MEMBERSHIP. A Member shall cease to be a Member if he or she:
- (a) ceases to be in the employment of the Co-operative for any reason whatsoever,
 - or
 - (b) ceases to fulfil any other qualifications for membership specified in these Rules,
 - or
 - (c) resigns in writing to the Secretary.
9. BORROWING
- (a) The Co-operative shall have power to borrow money for the purposes of the Co-operative in whatsoever manner it may determine including the issue of loan stock providing that the amount for the time being remaining undischarged of money borrowed shall exceed £1,000,000.
 - (b) The rate of interest on money borrowed, except on money borrowed by way of bank loan or overdraft or on mortgage from a Building Society or Local Authority (or from a Finance House or Hire Purchase Company or Leasing Company approved by resolution of the Council of the Industrial Common Ownership Movement Limited) shall not exceed 6 1/2% per annum or 3% above the Co-operative Bank PLC Base Lending Rate at the commencement of the loan, whichever is the higher.
 - (c) The Co-operative may receive from any persons donations or loans free of interest towards the work of the Co-operative.
 - (d) The Co-operative may receive any sums of money within the total limit mentioned in section (a) of this Rule, from Members and others on deposit, repayable on such notice being not less than 14 clear days, as they arrange from time to time, provided that such deposits shall be received in instalments of not more than £10 in any one payment or more than £250 in all from any one depositor.
 - (e) The co-operative shall have power to mortgage or charge any of its assets as security for money borrowed.
10. MANAGEMENT
- (a) There shall be regular General Meetings of the Members of the Co-operative call by the Secretary. The posting of a notice on a notice board giving the date time place and agenda seven days before the date of the meeting shall constitute adequate notice. The Secretary shall also call a meeting at the request of three or more Members delivered to the Secretary in writing.
 - (b) Each General Meeting shall elect a Chairperson whose function is to conduct the business of the meeting in an orderly manner.
 - (c) The Co-operative shall have a Committee of not less than five and not more than nineteen Committee Members, the number to be decided by a General Meeting. The Committee Members shall be elected each year at the Annual General Meeting. Retiring Committee Members shall be eligible for re-election without nomination. Nominations for the Committee shall be writing and signed by two Members making the nomination and shall contain a statement by the Member nominated of his or her willingness to be elected. The nominations shall be delivered to the Secretary not less than seven days before the Annual General Meeting. Only members shall be eligible to be Committee Members. Any Committee Members may be removed from office by a majority vote at a General Meeting called for this purpose. Any remuneration of Committee Members shall be decided by members in General Meeting. The Committee may exercise all such powers as may be exercised by the Co-operative in General Meeting, subject nevertheless to the provisions of these Rules and any regulations not inconsistent with these Rules made from time to time by the Co-operative in General Meeting.
 - (d) A General Meeting shall elect and may remove a Treasurer under their direction to be responsible for the proper management of the financial affairs of the Co-operative.
 - (e) A General Meeting shall elect and may remove a Secretary under their direction who will have those functions numerated in these Rules and such further functions as a meeting may determine.
 - (f) No business shall be contracted at any General meeting unless one half or more of the members are present.

11. VOTING

Every Member present in person at a General Meeting shall have one vote, and questions will be decided upon a majority vote of members present except for those questions to be decided in accordance with Rule 17.

12. ANNUAL GENERAL MEETING shall be held within six months of the close of the financial year of the Co-operative, the business of which will include:

- (a) The receipt of the account and balance sheet
- (b) The appointment of an auditor
- (c) The selection of Committee Members.

13. INVESTMENT OF FUNDS

The funds of the Co-operative may with the authority of the General meeting be invested as follows:

- (a) in or upon security in which trustees are for the time being authorized by law to invest; and
- (b) in or upon any mortgage, bond, debenture stock, corporation stock, rent charge, rent or other security (not being securities payable to bearer) authorised by or under any Act of parliament passed or to be passed of any Local Authority as defined by Section 34 of the Local Loans Act, 1875; and
- (c) in the shares or on the security of any other society registered or deemed to be registered under the Act, or under the Building Societies Acts, or of any company registered under the Companies Acts, or incorporated by Act of Parliament or by Charter, provided that no such investment be made in the shares of any society or company other than one with limited liability.

The Co-operative may appoint any one or more of its Members to vote on its behalf at the meetings of any other body corporate in which the Co-operative has invested any part of its funds.

14. APPLICATION OF PROFITS

The profits of the Co-operative shall be applied as follows, in such proportions and in such manner as the General Meeting shall decide from time to time:

- (a) Firstly, to a general reserve for the continuation and development of the Co-operative.
- (b) Secondly, to a bonus to Members.
- (c) Thirdly, to make payments for the social and charitable objects in connection with Rule 2.

15. AUDITORS

(a) The Co-operative shall in accordance with Sections 4 and 8 of the Friendly and Industrial and provident Societies Act 1968 appoint in each year one or more auditors to whom the accounts of the Co-operative for that year shall be submitted for audit as required by the said Act, and who shall have such rights in relation to notice of and attendance at General Meetings, access to books and the supply of information, and otherwise, as are provided by the said Act.

Every such auditor shall be appointed by the Co-operative in a General Meeting, and in the case of any auditor so appointed who is a qualified auditor under Section 7 of the said Act the provisions of Sections 5 and 6 thereof apply to his/her re-appointment and removal and to any resolution removing him/her or appointing another person in his/her place.

(b) Every year not later than the date provided by the Act or where the return is made up to the date allowed by the Registrar, not later than three months after such date, the Secretary shall send to the Registrar, the annual return in the form prescribed by the Chief Registrar of Friendly Societies relating to its affairs for the period required by the Act to be included in the return together with

- (1) a copy of the report of the auditor on the Co-operatives accounts for the period included in the return and
- (2) a copy of each balance sheet made during that period and of the report of the auditor on that balance sheet.

16. RECORDS AND SEAL

(a) The Co-operative shall keep at its registered office a register of Members in which the Secretary shall enter the following particulars

- (1) the names and addresses of the Members;
- (2) a statement that one share only is held by each Member and that £1 has been paid, or agreed to be considered as paid, on each share;
- (3) a statement of other property in the co-operative, whether in loans, deposits or otherwise, held by each Member;
- (4) the date at which each person was entered in the register as Member, and the date at which any person ceased to be a Member;
- (5) the names and addresses of the officers of the Co-operative, with the offices held by them respectively and the dates on which they assumed office.



- (b) Any Member changing his/her address shall notify the Co-operative.
- (c) The Co-operative shall have a seal kept in the custody of the Secretary and used only by the authority of a General Meeting. Sealing shall be attested by the signatures of two Members and that of the Secretary for the time being.

17. AMENDMENT TO RULES

- (a) Any rule herein may be rescinded or amended or a new rule made by the vote of three quarters of all the Members of the Co-operative at a General Meeting where all the Members of the Co-operative have been given seven clear days prior notice of the change to be proposed at that meeting.
- (b) No amendment of rule is valid until registered.

18. DISSOLUTION. The Co-operative may be dissolved by the consent of three quarters of the Members by their signatures to an instrument of dissolution provided for in the Treasury Regulations or by winding up in a manner provided by the Act. If on the winding up or dissolution of the Co-operative any of its assets remain to be disposed of after its liabilities are satisfied, the assets shall not be distributed among the Members but shall be transferred to such a common ownership enterprise or such a central fund maintained for the benefit of common ownership enterprises, as may be determined by the Members at or before the time of the winding up or dissolution or, in so far as the assets are not so transferred, shall be held for charitable purposes.

19. DECEASED MEMBERS

- (a) Upon a claim being made by the personal representative of a deceased Member or the trustee in bankruptcy of a bankrupt Member to any property in the Co-operative belonging to the deceased or bankrupt Member, the Co-operative shall transfer or pay such property to which the personal representative or trustee in bankruptcy has become entitled as the personal representative or trustee in bankruptcy may direct them.
- (b) A Member may in accordance with the Act nominate any person or persons to whom any of his/her property in the Co-operative at the time of his/her death shall be transferred but such nomination shall only be valid to the extent of the amount for the time being provided in the Act. On receiving satisfactory proof of death of a Member who has made a nomination the General Meeting shall, in accordance with the Act, either transfer or pay the full value of the property comprised in the nomination to their person entitled thereunder.

20. DISPUTES. Any such dispute as is referred to in Section 60 (1) of the Industrial and Provident Societies Act 1965 shall be referred to and decided by the Chief Registrar of Friendly Societies.

21. In these rules "The Act" refers to the Industrial and Provident Societies Act 1965 to 1978 or any Act or Acts amending or in substitution for them for the time being in force.

Signatures of FOUNDER MEMBERS

Full names in BLOCK LETTERS (no initials)

Secretary

REGISTRATION CERTIFICATE (to be affixed below)

Tool 3. Specimen for registration of a cooperative³

Form A (modified by the authority of the chief registrar)

session 12

Sheet 5

INDUSTRIAL AND PROVIDENT SOCIETIES ACT 1956

Application for the registration of a society, pursuant to section 2 of the Act

To the Central Office of the Registry of Friendly Societies

1. we, the undersigned, being seven members and the secretary of a society hereby apply for the registration of the society under the Industrial and Provident societies Act 1965 under the name **HARDWORK COOPERATIVE** limited and herewith send two printed copies of its rules, both of which copies are signed at the end thereof by each of us.
2. the rules contain provisions in respect of the matters mentioned in Schedule 1 to the Act as follows

Matters to be provided for	Number of rule
(a) name of society	(a) 1
(b) objects of the society	(b) 2
(c) the registered office of the society, to which all communications and notices to the society shall be addressed	(c) 4
(d) the terms of admission of the members, including any society or company investing funds in the society under the provisions of the said Act.	(d) 6,7,8
(e) The mode of holding meetings, the scale and right of voting, and the mode of making, altering and rescinding rules	(e) 10,11,17
(f) The appointment and removal of a Committee of Management (by the name of ...) and of managers or other officers, and their respective powers and remuneration.	(f) 10 (c)
(g) the maximum amount of interest in the shares of the society which may be held by any member otherwise than by virtue of section 6 (1) (a) (b) or (c) of the said Act.	(g) 5
(h) Whether the society may contract loans or receive money on deposit subject to the provisions of the said Act from members or others; and, if so, under what conditions, under what security, and to what limits of amount.	(h) 9
(i) Whether the shares or any of them shall be transferable, the form of transfer and registration of the shares, and the consent of the committee thereto; whether the shares or any of them shall be withdrawable, and the mode of withdrawal and the payment of the balance due thereon on withdrawing from the society	(i) 5
(j) The audit of accounts by one or more auditors appointed by the society in accordance with the requirements of the Friendly and Industrial and Provident Societies Act 1968.	(j) 15
(k) Whether, and if so, how members may withdraw from the society and provisions for the claims of the representatives of deceased members or the trustees of the property of bankrupt members, or, in Scotland, members whose estate has been sequestrated, and for the payment of nominees.	(k) 8,19
(l) The mode of application of profits	(l) 14
(m) The custody and use of the society's seal	(m) 16
(n) Whether and, if so, by what authority, and in what manner, any part of the society's fund may be invested.	(n) 13

³ Source: ILO MATCOM – A Workers' Cooperative. The decision to start. Material for training of cooperative advisors, Session 12, Sheet 5



Signature of applicants	Full name (BLOCK LETTERS)	Addresses (BLOCK LETTERS)
1. _____	_____	_____
	_____	_____
2. _____	_____	_____
	_____	_____
Signature of the Secretary	Full name (BLOCK LETTERS)	Address (BLOCK LETTERS)
_____	_____	_____
	_____	_____

Date

Name and address to which the communications are to be sent:

Where a (reduced) fee is to be paid because the rules accompanying this application are the model rules of a promoting organisation and the application is being made through the organisation, that organisation should endorse this form in the space below before it is sent to the Central Office.

Tool 4. Model for evaluation of cooperatives⁴

Name of the cooperative:

Commune: Province:

N° / Item	Synthetic appreciation					Explanation	Rate	Maximum
	Excellent (5 pts)	Very good (4 pts)	Good (3 pts)	Insufficient (1 pts or 2pts)	Poor (0 pts)			
1. 1 Good organisation								
Frequency of meetings								5
Report of each meeting								5
Follow-up of recommendations made in meetings								5
1. 2. Activities of the cooperative								
Planning of activities								5
Communication of plan to cooperative members								5
Repartition of tasks between cooperative members								5
Respect of the timing of activities								5
Participation of members in the activities								5
Group cohesion								5
Action of the committee of the cooperative								5
Registration of participation in meetings								5
2. Management of the assets of the cooperative								
Regularity of cash-book keeping								5
Stock keeping								5
3. Relations with third parties								
Collaboration with community leaders								5
Collaboration with local authorities								5
Membership in a producers' network								5
Collaboration with technical services								5
4. Management of work activities, initiatives and good practices								
Devotion of members to the productive activities								5
Competency								5
Initiation of complementary activities in the interest of the cooperative								5
5. Accounts								5
TOTAL								105 pts

4 Adapted from an ILO-IPEC project



Module 5.3

Access to financial services

5.3 Access to financial services

This module will:

- describe the different financial services to be considered for economic reintegration;
- highlight the importance of linking loan repayment capacity to access to micro-credit;
- describe the specificities of financial services under post-conflict conditions;
- explain how to facilitate access of the target group to financial services through microfinance education, solidarity group formation and advocacy;
- explain how to select a suitable provider of financial services.



What to consider?

In economic reintegration projects for children the use of financial services needs to be carefully examined

Access to financial services can be a very effective mechanism to support economic reintegration of children and youth formerly associated with armed forces and groups and other conflict-affected children. While financial services have both productive and protective functions, the present module focuses on the productive ones, i.e. on their function to support starting income generating activities. The protective side of financial services, which is of key importance for poor people, is treated under the Social protection module (Module 8.2).

When introducing financial services for productive functions into the reintegration project, many agencies focus wrongly on (micro-) credit solely. In fact, other financial services, like savings, safe deposit facilities, payment services, money transfer services, or micro-insurance and the access to a combination of these products may be more important for your project participants than access to credit alone.

Agencies also tend to downplay the fact that credit is debt that must be repaid, and that credit only makes sense if the beneficiaries have a viable business project or an alternative source of income. If this is not the case, they may find themselves in a situation that is worse than before. In other instances, experience has shown that raising expectations too high which could then not be satisfied was a cause for deception and frustration, for instance when loans obtained were largely below expected amounts.

So, while recognizing the importance of financial services for economic reintegration, the type(s) of service(s) to be used and their conditions should be carefully examined to make effective use of the services before introducing a financial component into your project. Most often introducing a microfinance component as financial services on a small scale will be the most practical choice for your target group.

On the other hand, conflict has a profound impact on the functioning of financial markets, including the microfinance segment.²¹ Besides the destruction of physical capital or death or migration of qualified personnel,

21 See K. Doyle: *Microfinance in the Wake of Conflict: Challenges and Opportunities*, (Bethesda, Microenterprise Best Practices, July 1998); and ILO/SFP: (forthcoming), *Making Microfinance Work II: Managing Product Diversification*, Chapter 18, "Post-crisis Microfinance".

the most important impact of conflict on financial markets is the destruction of social capital and trust, which is at the basis of all financial services, but especially informal and semiformal ones. In addition, many providers of microfinance services replace physical collateral by social collateral, i.e. group solidarity, which is built on trust between people and confidence in local institutions, but these may have been completely destroyed. Also, essential conditions for functioning financial markets may not be in place: political stability, stability of population, and sufficient economic activity and demand for financial services. The same is true for favourable conditions such as: macroeconomic stability, functioning of commercial bank and support institutions, and, as already mentioned, social capital and trust.²² As a result, microfinance institutions (MFIs) may not be functioning at all in your project area, or may need to adapt their products and services to the specific post-conflict situation.

Financial services should be supported by financial education and BDS if they are to be an effective means for reintegration

Experiences with regard to financial services in reintegration programmes for ex-combatants are not conclusive. Some agencies suggest not using micro-credit for ex-combatants at all, arguing that “micro-credit programmes for demobilized soldiers have experienced very low recovery rates. Demobilized soldiers tend to regard loans as gifts, in compensation for the experienced burdens during the conflict. Also, ex-combatants do not tend to have the entrepreneurial spirit to become self-employed and thus invest loans effectively”.²³ However, the exact conditions determining whether or not financial services are appropriate for ex-combatants, and the impact of appropriate accompanying reintegration support have not been systematically evaluated. Moreover, the reports focus unduly on micro-credit and not sufficiently on the other financial services or on the effects of access to a combination of different financial services. The one single important consequence that can be drawn from past experience is that financial services for ex-combatants should be supported by financial education and non-financial business development services (BDS) if they are to be an effective means for reintegration.

It should be kept in mind that any bad experience in this field undermines the confidence in general microfinance systems by accrediting the idea that it is not really necessary to repay credit. A negative experience may have disastrous consequences for the microfinance system altogether. Any project using microfinance has a responsibility towards the sector as a whole.

Implementing agencies should be aware that setting up and consolidating a financial component of a project takes time. Financial services are not appropriate for short-term projects. Constraints may also arise from restrictions regarding access to financial services for legal minors.

The present module suggests that access to financial services can be an effective component of reintegration projects, provided the implementing agency is able to manage the constraints and risks of financial services in post-conflict settings, makes appropriate and distinctive use of the different types of financial services, and provides the necessary accompanying non-financial services. Although access to financial services has been presented here as a separate module, it should always be remembered that it is only one of the components necessary to effectively run a small-scale enterprise. The provision of financial services without an intimate connection to non-financial services would not make sense (see Modules 4.3 and 5.1 for entrepreneurship training and follow-up on small-scale enterprises during installation and consolidation of a small-scale enterprise).

Before describing how to use financial services in the context of an economic reintegration project for your target group, this section presents: different financial services; the range of providers of these services; the difficulties

²² cf. K. Doyle, op.cit. p. 20-21.

²³ cf. K. Doyle, ibid.

experienced by providers of financial services in post-conflict settings; and the adjustments that they can make in order to function under such conditions.

1. Informal microfinance

Informal savings and credit mechanisms should be considered for your target group as long as trust can be established

Long before the appearance of microfinance NGOs, low-income people worldwide were in the habit of using informal savings and credit mechanisms. Family, friends, moneylenders, pawnshops and a wide range of informal systems, like saving clubs (“Tontines”, rotating savings and credit associations (ROSCAS), accumulating savings and credit associations (ASCAS)), played and continue to play an important role in the risk management strategies of the poor. Indeed, research indicates that even when people have access to formal or semi-formal financial services, they prefer to use informal mechanisms in parallel.²⁴ Informal providers of microfinance are typically not registered and thus not regulated or supervised by any government bodies but they are usually monitored by their members or by the community they serve. Therefore, these informal systems can be expensive, insecure and inaccessible to some population groups (such as ex-combatants).

Trust is an essential element of all financial arrangements, but it is especially important for informal arrangements in post-conflict settings, where social capital and trust have usually been damaged, and it is difficult for groups like ex-combatants to earn and offer that social capital and trust. Nonetheless, whenever possible, and especially where financial institutions are not available, informal mechanisms should be considered as a viable alternative, as long as trust can be established. Financial services can even be a powerful means of recreating trust and post-conflict reconciliation. Box 5.3.1 provides a striking example of how trust has been created between antagonistic population groups through participation in a community bank.

Box 5.3.1

Reconstruction of trust through participation in community banks

“In Rwanda, the mere fact of bringing the community bank members together for meetings has positive effects for future cooperation. Effects are seen in members’ families and neighbors as well as the World Relief clients themselves, albeit to a lesser extent. The group dynamics are fascinating: Hutu and Tutsis attend the first meeting of the community bank and sit absolutely divided. Although they probably know one another from the market, they do not speak. A gradual, nonthreatening process takes place as people learn more about the management of the community bank. Then the real test for people occurs when they need to sign as collateral for all other members in the bank. At this point they may question how comfortable they feel guaranteeing a Hutu’s or Tutsi’s loan, but everyone signs. After the first cycle and within the first year, the tribal distinctions fade. The women of different ethnic backgrounds sit side by side. They want each other to thrive because the success of each individual means the success of the community bank. Women’s World Banking representatives describe a similar level of cross-ethnic cooperation between Rwandan women in Duterimbere. Given a political climate that allows it, Muslim borrowers living in front-line communities in Bosnia express a consistent willingness to cooperate with Serbs across the interentity boundary line if doing so would improve their enterprises. The above examples may reflect a significant outcome, especially for solidarity-based programs. However, the research did not uncover a systematic documentation or analysis of such outcomes. As a result, it is premature to ascertain the conditions that need to be in place for them to occur.”

Source: Doyle, Karen (1998), *Microfinance in the Wake of Conflict: Challenges and Opportunities*, The SEEP Network p. 31.

24 See J. Sebstad and M.Cohen: *Financial education for the poor* (Washington, 2007), p.15.

2. Microfinance institutions (MFIs) and financial services in post-conflict settings

MFIs offer small scale financial services to the poor

While financial services can be offered by a wide range of institutions, this Module focuses on MFIs: institutions that offer financial services of small scale mainly to the poorer parts of the population that are excluded from the formal banking system.

MFIs can cover a wide range of legal forms, ranging from more or less informal to semi-formal (registered but not regulated by banking authority) to formal structures (regulated and supervised by the Central bank). See table below.

Formal providers (regulated by financial authority)	Semi-formal providers (licence required; self regulating; or regulated by non-financial authority)	Informal agents (customary law/peer pressure)
■ commercial banks ■ microfinance banks ■ development banks ■ saving banks ■ non-bank financial institutions ■ finance companies ■ leasing companies ■ insurance companies	■ non-governmental organizations ■ credit and savings cooperatives	■ money lenders ■ pawnshops ■ rotating savings and credit associations ■ village banks ■ burial societies ■ deposit collectors ■ self-help groups ■ family ties

The legal status of each provider determines what kind of financial services it is able to provide. The particular context which includes political, administrative, economic, and security considerations also largely determines the types and services, as well as the modalities of service provision, especially in post-conflict environments. The following brief description of the financial services which can be provided highlights the difficulties and the adjustments that MFIs will have to consider in order for them to be able to function effectively in post-conflict environments.

2.1 Savings

Savings can be used to smooth expenditure patterns and as collateral to access loans

Savings are assets that people use for life cycle events, emergencies, or for productive investment. Poor people need facilities to smooth consumption over time, to respond to emergencies like illness or accidents, to invest when an opportunity arises, or to accumulate some money towards an expected expense. Savings allow people to respond to these needs independently of their present income.

It has long been assumed that the poor cannot save. This opinion changed during the 1990s when microfinance, including savings, became an important tool for poverty reduction.

Experience shows that savings facilities may be even more important for poor people than access to loans. Savings have two important functions: (i) they can be used as collateral to be able to access loans, and (ii) they can smooth expenditure patterns, i.e. be part of an individual risk management strategy which provides the possibility to have funds in case of an emergency or be part of a financial plan to purchase business equipment.

For project participants, savings should be flexible, non-compulsory, easily accessible and liquid

However, savings capacity in post-conflict settings, and especially for your project beneficiaries, should be evaluated realistically and should not be overestimated. Project experience from reintegration projects in Burundi and the DRC showed very limited savings capacity, at least during the first years after installation. Results from research show that savings were normally limited to the amount necessary to provide access to credit. There are specific reasons for this: saving needs security, low inflation, and legislative protection, conditions that are usually absent in conflict-affected settings. Moreover, financial institutions may not be allowed to accept and administer savings at all, or only up to a given ceiling. Generally, whether or not a provider of financial services is allowed to accept and administer savings depends on its legal form.

Furthermore, conditions for savings in MFIs may not be adapted to the needs of your target group. Savings may be mandatory and difficult to withdraw when needed, which is one of the reasons why people turn to informal saving methods.

Given the fragile nature of the new small-scale enterprises of your project participants, flexible, non-compulsory, easily accessible liquid savings would be the form of savings most adapted to their needs as it would be too difficult to foresee savings capacities, investment or emergency needs over time. However, such conditions may not be provided by the local MFI(s). For your project beneficiaries, this means that conditions of savings should be carefully checked for suitability to their needs.

2.2 Safe deposit facilities

Safe deposit facilities may be what your project beneficiaries need most

Given the insecurity of the environment, safe deposit facilities may be what your project beneficiaries need most. The need for safe deposit facilities does not necessarily indicate an intention to make savings; in conflict-affected settings, it may simply indicate the need to safely deposit money today that may have to be spent tomorrow. Savings capacity may be useless if there are no safe deposit facilities. Safe deposit facilities may be particularly needed by cooperatives, as they may have higher cash transfer requirements, but also because safe deposit in an MFI avoids unnecessary disputes that may create mistrust between cooperative members with regard to fraudulent use of cooperative resources.

2.3 Payment and money transfer services

Payment and money transfer services will play a marginal role for the target group

Payment and money transfer services may be an urgent need for adult ex-combatants in order to receive, transfer and place demobilization entitlements. In the case of your target group, this kind of service will only play a marginal role.

In post-conflict settings, remittances from people who left the country/territory due to conflict are among the most important opportunities for development. Money transfer services thus play an important role in post-conflict settings generally. However, for your target group, such remittances will normally be irrelevant.

2.4 Emergency grants

Grants are not part of the usual financial business of an MFI

In immediate post-conflict settings, emergency relief agencies, for instance the United Nations High Commissioner for Refugees (UNHCR), may provide grants for income generation, training, food security, health etc., through financial service providers. Grants are not part of the usual financial business of the institution. Access of your project beneficiaries to these grants may in

some cases be a valuable means to initiate economic activities or to finance training. However, grants should be used with much precaution, in order to avoid confusion between grants and loans, and they should be accompanied by education. The target group should be well trained on the difference between the two and on the need for repayments when transitioning to the loan phase.

The best solution would be to separate the provision of emergency grants from the provision of loans through different entities altogether. If MFIs are chosen to distribute the grants, they should clearly distinguish between the two services provided, for instance by using different personnel. If clients treat loans as grants, the confusion might jeopardize a sustainable and continuous provision of financial services.

For the target group, grants are only advisable for initiating the economic reintegration process and should not be used for further stages

In the case of your project, grants are only advisable for initiating the economic reintegration process (for instance repairing/building infrastructure necessary for the economic activity of project beneficiaries), and should not be used for further stages. You should well understand that on the one hand, grants are outside the normal functioning of MFIs, which are businesses and not charity institutions, but that they can have a valuable function under very specific conditions like conflict-affected settings. They can help to initiate economic processes when no other solution exists – as long as it is clear that their function is limited to these conditions only and that it is dangerous to use them for any further steps in the economic reintegration process.

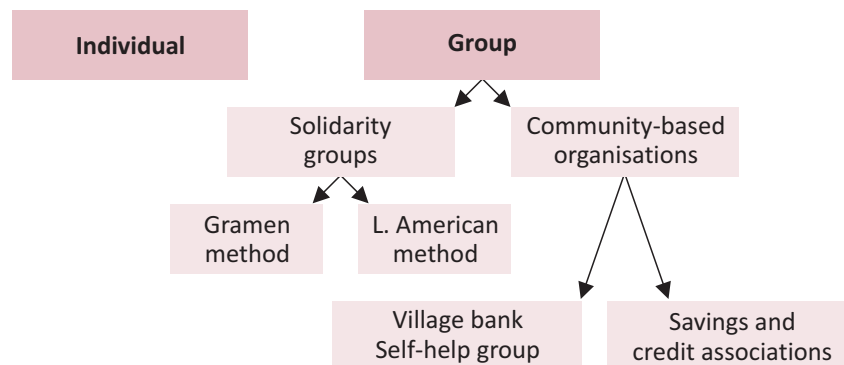
2.5 Loans

2.5.1 Methodologies of loan provision by MFIs

In the absence of physical collateral, MFIs use solidarity groups to guarantee loans

MFIs can provide loans to individuals and to groups (see Box 5.3.2 for an illustration of the range of different lending methodologies). In the absence of physical collateral, MFIs use solidarity groups to guarantee loans. In post-conflict settings, they try to find a compromise between two constraints: while the absence of collateral pushes for group lending, the absence of trust pushes for individual lending.

Mutual trust between communities and children and youth formerly associated with armed forces and groups may still be a difficult issue when considering going into business with a local MFI. Acceptance of these young persons in structures such as village or community banks may not yet be an available option. However, in cases where cooperative business projects have been chosen by a number of your project beneficiaries there is proof that sufficient trust has developed between them to engage in this common project. These cooperative projects should provide a firm basis to form solidarity groups. In fact, registered production cooperatives, formed by your project participants, constitute legal entities and as such, can conclude contracts with the MFI. Group lending by members of a cooperative project allows them to combine individual loans and make investments that would be inaccessible to individual beneficiaries (for instance the purchase of a machine). However, the formation of solidarity groups does not have to be limited to members of a cooperative business project. Several young persons who choose individual projects may form a microfinance solidarity group.

Box 5.3.2**Lending methodologies***Individual lending*

Individual lending is the most bank-like approach to microfinance. It involves relatively large loans with standard collateral. Individual loans tend to target more established businesses, which have sufficient assets to secure a loan.

Group lending

Group lending was designed to address the lack of collateral that is common among poor households. Group lending uses social collateral. This means that people, who trust each other, can come together and form a group to guarantee each other's loan. Group lending can be divided into two kinds: the solidarity group approach and the community-based organization approach. The latter consists of the village banking approach and the savings and credit (or credit union) approach.

Solidarity groups are small groups, usually 4 to 6 members, who guarantee each other's loans. Groups collect repayments, issue new loans and deposit saving. Some solidarity groups also support each other in other social ways (e.g. the Grameen Bank approach), whereas others focus more on the development of client businesses (e.g. the Latin American approach).

Village banking evolved from a strong vision to create stand-alone village institutions. In the classic model, a village bank has an external account (in which a donor deposits its grant or loan), and an internal account (in which the bank accumulates its earnings and members' savings). Each village bank has its own president and treasurer who manage the bank and the internal account. Many versions of this model exist. Village banking is often favoured by the very poor, who prefer to work under the protection of a large group of individuals.

Savings and credit associations (or credit unions) are similar to village banks. The main difference is that savings and credit associations generate all funds through internal savings mobilization and interest earnings. These associations are often called "savings-first" organizations. Members can access a loan, yet this loan is conditional on the person's savings.

Source: ILO: *Microfinance against Child Labour Guidelines - Technical Guidelines*, ILO SFP, Geneva 2004, p.36f.

With regard to the implementing agency's assistance in the process of group formation, the concerns that have been outlined above²⁵ about the formation of cooperatives also apply to the formation of solidarity groups: they should, as far as possible, include children and youth formerly associated with armed forces/groups and other conflict-affected children, both male and female, and be inclusive of young persons with disabilities and members from minority groups. However, given the moral and material commitment, mutual trust and voluntary association must remain the key criteria for group formation.

2.5.2 Compulsory savings for access to credit

Apart from solidarity group liability or liability of community based organizations, access to credit is normally conditioned by compulsory savings.

25 See Module 5.2 on Cooperatives, "What to do, how to do it" Step 2.

The savings/loan ratio varies widely, and is in fact used by MFIs as one of the variables to adapt to specificities of conflict-affected settings.

2.5.3 Credit capacity

Before launching a credit component, implementing agencies should carefully examine the capacity of their target group to assume and repay debt

As indicated above, credit is debt. Taking credit requires that the client has sufficient repayment capacity. Without the capacity to repay, loans may be very destructive and make the client over-indebted. In the case of your project, it should be assumed that every participant has elaborated a vocational project that is expected to be viable. However, there will be nuances, and for several participants to begin with, the chosen project will be a short term integration project in unsustainable employment - for the many reasons identified in preceding modules.

Credit capacity also implies that psychosocial factors have to be evaluated, such as recovery from trauma, or drug and alcohol addiction, which can jeopardize the capacity to manage debt. While such problems may constitute reasons for exclusion from groups, being member of a solidarity group can also have a tremendous positive influence on psychosocial stabilization and reintegration. It is a striking experience in working with vulnerable groups that the simple fact of becoming a client of a financial institution can considerably increase self-esteem, providing a status in the normal economic environment, beyond social assistance. MF in the context of reintegration of children and youth formerly associated with armed forces and groups and other conflict-affected children, therefore, is not only a simple economic project component, but also a powerful tool for social (re)integration.

Taking the responsibility for and making decisions that strike a difficult balance between social and economic considerations is a typical example of what is meant by the advocacy and facilitator role of the implementing agency as defined in the chapter on the conceptual framework of the Guide.

2.5.4 Working age children and financial services

A large proportion of the project participants will be legally minor. The reintegration project should consider national or MFI-specific regulations that might not allow access to financial services, especially micro-credit, for legal minors.

2.5.5 Micro health insurance

Some MFIs offer micro health insurance services. If this is the case, participation of the project's beneficiaries should be clearly envisaged as one of the few available options for providing some informal social protection under post-conflict conditions. The issue is treated under the Social Protection Module (see 8.1).

2.6 Microfinance under conditions of high inflation

MFIs have developed several methods to continue functioning under conditions of high inflation

High inflation is a common problem that MFIs (and reintegration projects) have to face in post-conflict settings, even though it is not exclusively linked to post-conflict settings and not necessarily found in all post-conflict settings. High inflation puts particular constraints on financial institutions. High inflation rates are one of the reasons why MFIs might not accept deposits at all, and why potential clients may be unwilling to use financial services. Several methods have been tried out by MFIs to continue to function under conditions of high inflation:

One of them is “dollarization”, i.e. the conversion of the loan from local currency into dollars and repayment of the loan at the exchange rate of the repayment date(s); however, this method requires that clients have easy access to dollars or exchange facilities, which may be prohibited by monetary policy.

Another method used by MFIs is to resort to using an in-kind currency; loans are repaid not in cash, but in the commodity chosen as in-kind currency. This, however, requires that the commodity chosen as “currency” is easy to commercialize on the market, as otherwise the commodity may accumulate and perish and thus partially or totally lose its value.

High inflation requires converting cash loans as quickly as possible into a commodity, which means that the commodities needed for production (or consumption) are readily available on the market (and for the MFI to have access to a stable currency). Small and frequent disbursements are preferable to larger ones.

Some MFIs include inflation rates in the calculation of the value of saving deposits and the repayment of loans.²⁶

3. Revolving loan funds and guarantee funds

Implementing agencies of reintegration projects should know about two instruments that donors use, among others²⁷, to reach their goal of poverty alleviation through the provision of financial services: revolving loan funds and guarantee funds. These instruments may concern arrangements between your donor agency (or your agency directly) and a financial service provider (e.g. an MFI) and do not directly concern the relation between the financial service provider and your project beneficiaries. Contrary to financial services provided to project beneficiaries, both require the establishment of a contract (Memorandum of Understanding) between the project and the financial service provider.

3.1 Revolving loan funds

Loan repayments of the initial borrowers ensure that the funds continue to exist and allow the disbursement of loans to new participants. Revolving Loan Funds (RLF) are set up through financial arrangements between the project/donor and the financial service provider: the donor makes funds available to the service provider who transforms the funds into loans for on-lending to the target population. The target population (project participants) can then borrow from the service provider to finance their economic activities. The loan repayments of the initial borrowers make sure that the funds continue to exist and allow the disbursement of loans to new participants (or of new loans to the initial borrowers). In reintegration projects for your target group, such funds would generally be conceived to support other project activities and not be the key activity of the project. Theoretically, RLFs are conceived to be self-sustainable. However, experiences with revolving loan funds are generally disappointing. Often, the high costs of running a small fund become burdensome, especially for organizations that are not specialists in running financial services. The following disadvantages of RLFs have been identified:

- RLFs have a short-term perspective and short-term impact.
- They only reach a small number of people.
- They are geared towards productive loans, and cannot address low-income household's need for other financial services.

²⁶ See K. Doyle: *Microfinance in the Wake of Conflict: Challenges and Opportunities*, p.45.

²⁷ For example: financial education, or technical assistance, e.g. for product design.

- RLFs are usually provided by agencies with limited microfinance experience, which tend to be more concerned about disbursements than repayments.
- Repayment incentives are weakened by the fact that they are capitalized with “cold” donor money (in contrast to “hot” member money), which beneficiaries often take for granted.
- If borrowers get the impression that they will not be able to access future loans (for example because the project is ending) it becomes much less likely that they will repay their current loans.²⁸

In light of these disadvantages, ILO-IPEC no longer considers the revolving loan fund approach as its preferred option for addressing the financial service needs of its target group. However, under certain conditions the establishment of a RLF may make sense. The ILO has produced a checklist that can help you decide whether there is a case for or against introducing a RLF: *Revolving Loan and Guarantee Funds. Checklist for a better design and management of ILO technical cooperation programmes*²⁹. Please consult these guidelines before taking a decision.

3.2 Guarantee funds

A guarantee fund is especially created to guarantee the loans for which entrepreneurs apply at a bank

Guarantee funds can facilitate access of the project’s target group to credit. Many small and micro entrepreneurs with good business plans cannot access bank loans because they do not have suitable collateral. Well-designed guarantee funds apply a risk-sharing mechanism: both the bank and the guarantee fund share part of the credit risk in case the entrepreneur cannot repay his or her loan. Though the establishment of such a fund may be an option of your project, it is not without risks (see Box 5.3.3 below).

Both instruments should therefore be considered with caution. While RLF proved generally disappointing, guarantee funds have been used successfully in reintegration projects for target groups like yours in Central Africa³⁰, with the necessary adaptations to the local context.

Box 5.3.3

Pitfalls of credit guarantee funds

There are a number of reasons to be cautious with credit guarantee funds:

- **Moral hazard.** An entrepreneur, who knows that his or her loan is guaranteed, may feel less pressure to repay the loan.
- **High operational costs.** Usually both the bank and the guarantee fund have to evaluate credit applications and monitor the performance of the client.
- **Sustainability concerns.** It is not easy to create a guarantee fund that can cover its losses with the income from guarantee fees.

Whenever IPEC would decide to create a credit guarantee fund, much care should be taken that the design is adapted to the local context and that previous experiences and good practices are being taken into account.

Source: *Microfinance against child labour*, p. 19.

28 J. van Doorn and C. Churchill: *Microfinance against Child Labour – Technical Guidelines* (Geneva, ILO SFP, 2004), pp. 16-17.

29 See ILO: *Revolving Loan and Guarantee Funds. Checklist for a better design and management of ILO technical cooperation programmes*, Geneva, 1999.

30 See the ILO-IPEC projects mentioned in the conceptual framework chapter, footnote 1.



What to do, how to do it?



Step 1: Preparatory activities

a) When to start?

While following this Guide, you will have undertaken some preparatory activities during preceding stages that are linked to the potential provision of financial services. Local supply of financial services has been identified during the local assessment phase, and sensitization on financial services has been part of management training.

- **Start** the planning of microfinance activities and sensitization of partnering institutions **well before project beneficiaries start their economic activities**, so that financial institutions are ready when financial services are needed.
- Providing project beneficiaries with access to financial services should be based on the results of a **needs assessment**. Based on the assessment, a combination of services should be planned for: including savings, safe deposit facilities, access to micro-insurance (see Module 8.1), and loans. Although individual business projects initially based on the availability of loans will be rare in the framework of reintegration projects (installation needs will normally be covered by project installation grants handled by the project), the other financial services may be needed as soon as economic activities begin.
- **These services are useful for all project beneficiaries.** Access to financial services should not be reserved for those in self-employment or cooperatives, but should also be made available to beneficiaries in wage-employment.

b) Ensure availability of specialist expertise

Microfinance requires specific professional competencies. Some MFIs provide counselling and education on financial services, risk management and business support services, especially in conflict-affected settings. Such expertise may also be available among members of the local development network of your project area.

- If it is not available as an MFI or local development network service, **consider hiring a microfinance specialist** on a short-term consultancy basis.
 - Draft the TOR.
 - The terms of reference (TOR) of this specialist should cover all main fields treated below.
 - Select the microfinance specialist.
 - Establish the contract.
 - The microfinance specialist should be involved in steps two to six

The microfinance specialist may already have been involved in the microfinance part of the institutional mapping exercise (see Module 2). In case the institutional mapping did not include MFIs, this task should be included in the TOR.



See Tool 1: Mapping the supply and demand of microfinance, including Sample TOR; it provides checklists on mapping the supply of financial services.

c) Get familiar with Microfinance

➤ **The first task of the microfinance specialist should be to inform and counsel you on:**

- What are the main services the project may expect from MFIs: savings, safe deposit, credit, micro-insurance?
- What are the different implementation options for financial services in the framework of the project (e.g. working with whom; using which instruments and in which sequence, etc.)?
- How to make choices between different and growing alternatives (especially in post-conflict settings), understand and compare microfinance issues, and assess the most suitable MFI for the project?
- How to assess the financial needs and capacities of the target group?
- What are the tasks of the implementing agency in following up on microfinance?
- What are the specific characteristics of financial services in post-conflict settings?
- What to do in project areas where there are no MFIs?
- What are the chances for sustainability after the project is finished?
- What is the exit strategy of the project implementing agency as regards access of beneficiaries to financial services?



Step 2: Starting financial services

a) Prepare your target group for financial services

- **Preparation of the target group and selection of/negotiation with MFIs should be carried out simultaneously.** They depend on each other and are mutually reinforcing: preparation of the target group will clarify the type of services and conditions the implementing agency should negotiate with MFIs and determine which MFI would be the most suitable for the project, and negotiations with MFIs will clarify the type of preparation to give to the target group.
- Preparation of the target group should be done with the **collaboration** of the microfinance specialist and the agency in charge of entrepreneurship training and follow-up of project beneficiaries, in the event you have opted for partnership with such an agency (see Modules 4.3 and 5.1). Financial and non-financial services go together and should always be devised in close linkage to each other.

b) Financial education and counselling

- **Provide or assure provision of financial education and counselling to the target group.**³¹ Financial education should only be carried out in the context of actual microfinance practice, and not as an abstract training. The following points should be emphasized:
- Avoid creating too high expectations about loans. Focus on the advantages of other financial services, like safe deposit, savings as a means of protection against risks.
 - Explain that credit is debt and requires debt capacity, and that credit only makes sense if the person has a viable business project. Explain the risks of taking credit without repayment capacity. Micro-credit is not for every beneficiary.

31 See ILO: *Financial education for families of working children, Trainer's Manual*, Cambodia, 2006.

- Stress the difference between financial services and emergency relief assistance, i.e. that financial services are business, and that loans have to be repaid; be careful about possible “spoilers” who go around telling the others that they don’t have to repay.

Box 5.3.4

Examples of financial education topics

Basic principles of money management	■ Assessing your financial situation ■ Setting financial goals ■ Distinguishing between needs and wants ■ Assessing your financial “personality” or “style”
Managing cash flow	■ Making a financial plan ■ Developing a budget ■ Following a budget ■ Spending wisely –stretching your money
Building assets	■ Housing, land, property, and other physical assets ■ Investing in a business ■ Protecting assets
Dealing with life cycle events	■ Marriage ■ Household formation ■ Birth of children ■ Children’s education ■ Retirement/ old age ■ Death
“Interfacing” with formal and informal financial institutions	■ Saving – opening a saving account; savings goals; ■ Participating in ROSCAS ■ Borrowing – when to (and not to) borrow; risks associated with borrowing money; comparing loan terms and conditions; calculating interest, how to manage debt ■ Insurance – understanding what it is and can do
Dealing with special challenges	■ Illness of family members ■ Death of family members ■ Own illness ■ Extending help to other families ■ Divorce or family breakdown ■ Job loss ■ Natural disasters/calamities
Financial decision making processes	■ Joint decisions ■ Independent decisions
Planning ahead for the future	■ Investments ■ Old age/ retirement ■ Death
Earning money	■ Money making ideas ■ Looking for a job (paid employment) ■ Starting and managing your own business ■ Career planning

Source: Jennefer Sebstad and Monique Cohen: *Financial education for the poor*, op.cit. Box 4, p.10.

- Explain the fact that sustainable microfinance programmes have to charge cost covering interest rates. Your target group, like other vulnerable groups, may have difficulty in accepting that unsubsidized interest rates are justified. Explain that there should be no special conditions granted to them, for reasons of sustainability, i.e. for continued availability of services (sometimes, this kind of education is also necessary for implementing agencies!). In post-crisis environments, the costs of delivering financial services are usually high (due to higher security requirements, staff costs, inflation, lending risks, etc.). Therefore, microfinance programmes in conflict-affected settings have to charge rather high interest rates compared to more normal development settings, in order to cover operating costs, inflation, loan losses and capital costs.
- Focus on the advantages of participating in a micro-insurance scheme.
- Encourage husband/wife/partner to participate in the microfinance education. Such participation will facilitate social follow-up of beneficiaries during the rest of the project.

In order to strengthen capacity for follow-up on financial services, staff of your own agency should participate in financial education and counselling sessions.



See [Tool 2](#): Handouts for clients on budgeting and savings and on credits.

c) Group formation

- **Facilitate the formation of solidarity groups among project beneficiaries** who are starting their business, in order to compensate for the lack of physical collateral. Solidarity groups should always be formed on a voluntary basis and on the basis of mutual trust. The project's cooperatives are by definition solidarity groups, as they register as a legal entity with MFIs. The formation of solidarity groups should not be limited to cooperatives, as individual entrepreneurs may form a solidarity group. However, what has been said about the formation of cooperatives also applies to solidarity groups: implementing agencies should never force a group of entrepreneurs to get together to form a solidarity group because it may be tempting only on practical grounds (e.g. geographic proximity). Experience shows that solidarity groups created on such grounds have no chance of surviving. Voluntary association of members should constitute the basic principle of formation of solidarity groups.
- Promote, but do not impose, **inclusiveness** of participants from excluded groups, such as project beneficiaries with disabilities, or psychosocial difficulties, or, if known, living with HIV. Solidarity groups should as far as possible include children and youth formerly associated with armed forces and groups and other conflict-affected children, both male and female. However, given the moral and material commitment, mutual trust and voluntary association have to remain the key criteria for group formation.
- Some MFIs may be reluctant to accept disabled clients, especially for micro-credit, because prejudices make them believe that disabled people cannot pay back loans. Firm support of solidarity groups to their disabled members and special **advocacy efforts** of the implementing agency are required to counteract such prejudices.



Step 3: Selecting and contracting suitable providers of financial services

a) Assessment of suitable local providers of financial services (MFIs)

- At the same time as you prepare the project beneficiaries for financial services, you should carry out an **in-depth assessment of local financial intermediaries**, going beyond information gathered during the local social and economic assessment

exercise. The task is important, as choosing the wrong partner may be costly in terms of time, energy, and impact on performance of the businesses set up by project beneficiaries. Involve the microfinance specialist in this exercise. Box 5.3.5 provides guidance on selecting and contracting partners from a technical point of view. Asking the following questions will help you to identify those structure(s) that offer conditions and services that are best adapted to the needs and capacities of your target group.

Box 5.3.5

Minimum and preferred requirements for suitable financial intermediaries

Minimum Requirements

Vision and mission: Does the organization have a clear vision and mission? Is this in line with the vision of the programme? Does it combine social and financial goals? Is it willing to work with the project's target group?

Strategy: What is the organization's strategy for its financial services?

Sustainability focus: Does the organization have a long-term view? Does it plan for sustainability? Is it looking ahead, beyond one particular funding opportunity?

Management: How is the agency's capacity to manage financial services? Does management support the agency's vision, mission and strategy?

Expertise: Does the agency have financial expertise? Has it maintained low levels of delinquency (e.g., less than 10 per cent portfolio at risk after 30 days)?

Image and reputation: Is the reputation of the agency compatible with microfinance, or does it generate expectations that it will provide services for free, or at a subsidized rate?

Preferred Requirements

Ideally, the partner should also meet the following preferred requirements (yet these can also be built through capacity building support):

Depth of financial services: Does the agency provide a variety of financial services (including savings and credit)? Are these services appropriate to ILO's target group?

Staffing: What are the skills of the staff, and how much emphasis is placed on skills development? What is the productivity and turnover of staff? Are staff members well motivated?

Familiarity with decent work issues: To what extent is the agency familiar with the programme's decent work focus (e.g. child labour, HIV and AIDS) and interested to support its outcome?

Performance: What has the agency achieved through its past operations (in terms of outreach, impact, sustainability and efficiency)? If past performance has been low, how does the agency justify this? How does it track its performance?

Internal controls: How does the agency protect itself against fraud?

Multi-donor support: How many donors support the agency, and for what purposes? Support from more than one donor is preferred, yet support from too many donors is counterproductive. Donor requirements should also be compatible.

Source: Social Finance Network. 2007. *Microfinance Briefs. Brief 4: Selecting and contracting partners*, p.1-2.

- Some further issues should be taken into account, relating to the **specific characteristics of the target group and the post-conflict context**:
 - Sustainability of the MFI in the post-conflict setting: not all financial service providers are necessarily interested in institutional and financial sustainability. NGOs may offer financial services as an instrument to pursue larger development, reconciliation, and reintegration objectives without conceiving the financial component as a separate business activity. Financial services may end with the termination of the NGO intervention. For your project, which aims at long-term reintegration and sustainability, business-like management of the MFI should be a key criterion for selection, in order to avoid disruption of services and to assure continued financial services after the end of the project.
 - Their willingness to accept your target group as clients: resistance of MFIs requires specific advocacy efforts on the part of the implementing agency (see below).
- **Preference** should be given to those MFIs which target clients from the general population and not to those specialized in conflict-affected target groups. This will increase chances of acceptance and (re)integration of your target group. It will also reinforce the feeling of your target group that it is part of the “ordinary” population and facilitate acceptance of ordinary financial service conditions by members of the group.
- **Examine the neutrality of the MFI.** It should not be linked to an ethnic, political or religious group, or to a former regime. Beware of political manipulation by local representatives of such groups.
- **Evaluate also the stability of government policy and regulations** concerning financial services: post-conflict environments are prone to the adoption of new regulations that may disrupt services and cause damage to your project. You will have no direct influence on such developments, but linkages to community networks, such as membership in a local economic recovery/development (LER/LED) programme, may provide you with useful information in order to be prepared.
- **Motivate the MFI to open a branch office** in your project area, for instance by proposing a contribution of the project to the operational costs for a certain period of time. Consider, however, that financial services in remote rural areas with low population density may be **difficult to organize** in conflict-affected settings because of insecurity, bad transport conditions, and the lack of privacy, which will result in high operational costs. Collection of savings and disbursement of loans is difficult to hide and may expose clients and MFI personnel to robbery, or even killing. Any MFI will carefully evaluate these risks before launching financial services under these sorts of conditions.

b) Informal financial services

Even in areas where no MFIs are available, as may be the case in conflict-affected settings, there are usually informal savings and credit structures, like ROSCAS (“tontines” in francophone Africa) or ASCAS, and community or village banks, based on group membership, monitored by their members and operating outside any external supervision. Although trust may be an issue, try to facilitate access of your target group to existing informal savings and credit associations.

- **Advocate the cause of your target group** in existing informal savings and credit associations or community banks; show the young persons’ advantage in being backed by the project.
- In the case of community banks or village banks, **propose the creation of solidarity sub-groups** of a limited number of members, which may be composed of or include beneficiaries of your target group. Such a mechanism avoids engaging the collective

liability of all community bank members, and has been used successfully in some conflict-affected contexts³². Bringing people who, a priori, would not trust each other, together in a community bank has proved to be a successful reconciliation strategy, as illustrated by the example presented in Box 5.3.1 above.

- Alternatively, encourage the **creation of a new informal savings and credit association** by members of your target group, if possible to be extended to other young people of the community. There are no administrative formalities required to do so.
- **Establish linkages** of the informal association to an MFI in the next regional centre, for instance through collection of savings and disbursement of loans on a regular basis.
- Consider that **financial services in rural areas follow specific constraints**, mainly linked to the agricultural cycles, which also influence production and sales cycles, and therefore needs for loans, in the rural non-farm sector. In many remote rural areas, specific features of financial services have developed that are quite different from urban ones. Agents involved in the rural value chains have become involved in financial service delivery which was not their initial function, like agricultural processing firms, rural trader shops, mills, or urban supermarkets that provide access to loans due to purchasing arrangements with farmers³³. Such opportunities should be considered for beneficiaries integrated in rural areas.



Step 4: Promoting the cause of your target group as microfinance clients

MFI may resent accepting your target group as clients because of perceived high risk. Perceived risks may include: fear of violence, drug and alcohol addiction, psychological instability, lack of education and training, supposed lack of a viable business project, lack of business experience, fear of interruptive intervention by family members, lack of family links and of attachment to the community and therefore supposed high mobility, lack of physical collateral, continued attraction by armed forces and groups, entitlement mentality, etc. The list is long, and these are serious issues, some real, some imagined. It is the task of the implementing agency both to sensitize MFIs and to provide financial education and follow-up services to the target group, in order to counterbalance the shortcomings.

- **Explain to MFI managers the whole range of services** provided by the project to the client candidates: psychosocial rehabilitation, vocational orientation, literacy and numeric skills training, vocational skills training, entrepreneurship training, and assistance in the elaboration of the submitted business plan. Emphasize the fact that the project will accompany the potential clients during installation and consolidation of their businesses and throughout the whole loan cycle, suggesting that they may, therefore, be better prepared than most other clients.
- Get local **community representatives** to support advocacy efforts.

Negotiation of contracts between the financial service provider and the project beneficiaries

- **Assist in the formulation and signature of contracts and opening of accounts.** Contracts should as far as possible be standard contracts, in order to ensure

32 See K. Boyle, op.cit. p.32 "Established village banking methods are transformed into a hybrid village bank or solidarity group model. Requiring 30 people to guarantee each others' loans can present a major deterrent to program participation if individuals have been conditioned against trusting anyone. ... In response to suppressed demand, World Relief allowed bank members to form solidarity groups of five or six that serve as the first level of guarantee. If a client is delinquent, it is the solidarity group members who are responsible for making the payment, rather than the entire bank membership. World Relief's strategy resulted in a surge in membership. Other microfinance implementers, both within Cambodia and in other conflict-affected environments, have adapted it".

33 See M. Pagura: *Mapping of rural finance products, delivery models and linkages*. Presentation held at the SEEP Rural Finance Pre-Event Workshop, (Washington DC, 2004), quoted by ILO: *LED and financial services*, Geneva, 2008, p. 23.

sustainability of the financial service after the end of the project. Contracts should be signed and accounts be opened by the MFI and the beneficiaries (solidarity groups, cooperatives or individuals), but **not** by the implementing agency. The following items should be checked in individual or group contracts: amount of compulsory savings as collateral; possibility of small variable deposits; availability of savings (savings withdrawal); interest on savings (usually very small or inexistent); loan size; loan duration; interest rate on loans; grace period; repayment schedule; other collateral, incentives and penalties; and upfront fees. Special favourable conditions concerning interest rates, grace periods and the amount of savings giving access to loans should be avoided. However, the possibility of free savings (amount and periodicity) and permanent availability of savings are essential, given the fragility of the economic activities of the beneficiaries, at least during the initial period, as well as the specificity of their needs. Cooperatives, for example, may be especially interested in safe deposit and free retreat facilities.

- In general, **the role of the implementing agency** will thus be limited to: 1) preparation of the target group for financial services (financial education and group formation); 2) advocacy for the cause of the target group to facilitate their acceptance by the MFI; 3) assistance in formulation of contracts and opening of accounts, and 4) social follow-up/monitoring once the contracts are signed.
- Depending on the country and the MFI, **legal minors**, who may initially constitute a large proportion of your target group, may not be allowed to open accounts, or, if they are able to open accounts, may not be allowed to contract loans. In most cases, project beneficiaries will already have reached legal majority when they actually start their economic activity, and only a minority will still be subject to this constraint. For legal minors, the implementing agency may propose opening savings accounts without loan taking possibility before the beneficiary reaches legal majority, or postpone access to financial services altogether until that age. As indicated above, microfinance is not necessarily an option for everybody.
- In some cases, the implementing agency's project/donor has budgetary resources and **provisions to launch a guarantee fund**. A guarantee fund changes the relationship between the MFI, the client beneficiaries, and the project. The establishment of a guarantee fund requires the signature of a Memorandum of Understanding between the MFI and the project, which thus becomes directly involved in the microfinance contract.
- The project may also **consider joining an existing guarantee fund**, especially if the guarantee fund was established with the explicit condition to include conflict-affected population groups, as for instance larger guarantee funds set up in the framework of comprehensive area-based recovery/development programme like LER/LED programmes.
- The existence of guarantee funds may become a powerful element to damage repayment discipline of the beneficiaries due to moral hazard. For this reason, it may be useful not to inform beneficiaries about the existence of the guarantee fund. But the existence of guarantee funds may also be damageable to the discipline of the MFI. For this reason, guarantee funds should include progressive participation of the financial service provider in risk covering, until finally leading to a total takeover of the risk by the MFI. See Box 5.3.3 (Pitfalls of credit guarantee funds) under the "What to consider" section above.



See Tool 3: Checklist on conditions for successful intermediation in guarantee programmes.



See Tool 4: Clauses common in an individual guarantee contract.



Step 5: Follow-up on financial services

- While the MFI exercises control over the financial aspects of its services (e.g. respect of compulsory savings requirements, on-time repayment of loans), the **implementing agency should exercise a parallel social follow-up**. Social follow-up should identify in advance problems that may arise in managing financial services, and protect participants against disturbing influences from family/partner, or friends, for instance pressure to use loans for consumption instead of the intended production.
- Social follow-up for **girls and young women** in microfinance is especially important. Most evaluations of financial service providers report that women are more reliable clients than men, and microfinance is especially valued as a means for the empowerment of women. However, these positive statements hide a complex reality you should be aware of. In many cases, women are proportionally more affected by repayment difficulties than men, given the specific difficulties they face, and when it comes to loan decisions, husbands are in fact in a considerable number of cases the ones who decide. Women are often contractors of financial services, but the men decide about their use. Underlying cultural patterns are difficult to change. However, as indicated in Module 3 on Vocational orientation and counselling, the reintegration project may count on two powerful allies: the post-conflict setting with its opportunities for change in traditional gender roles, and, in many cases, the specific personality of these young women. In any case, protection of the independence of women in running their business, including financial services, is a key task in the follow-up on small-scale enterprises during start-up and consolidation.
- Social follow-up may also include assisting project beneficiaries in cases of **unforeseen difficulties** not covered by savings, micro-insurance or informal social protection mechanisms. Implementing agencies may negotiate approval of “emergency loans”, especially if a guarantee fund has been set up. Emergency loans are made available immediately, are small in size, have short repayment periods and higher interest rates. They are normally given in parallel to existing loans that continue to be repaid, which is more effective than waiting for repayment of running loans before giving an emergency loan.



Step 6: Monitoring

- **The impact of financial services should be closely monitored by your project.** Monitoring the impact of financial services on project performance is a difficult issue; as such impact is directly linked to the impact of all other BDS provided in combination with financial services.³⁴ However, you should monitor the degree of utilization of financial services by your target group, which is an indicator of their adequacy and usefulness. Utilization should be monitored for each service separately. Monitoring should always be sex-specific. At least the following items should be monitored:
 - Amount of savings (which may be an indicator of real savings capacity/incapacity, but also of savings incentives offered by the MFI, for example of conditions for access to loans, emergency loans, micro-insurance).
 - Use of savings (access to loans, use for productive, protective or consumption purposes).
 - Number and amount of loans.
 - Whether household income covers household costs.
 - Whether business income covers business expenditure.

³⁴ There has been much debate about relevant criteria for microfinance impact evaluation. See AIMS (Assessing the Impact of Microenterprise Services): *Learning from Clients: Assessment Tools for Microfinance Practitioners*, impact survey, client exit survey, client satisfaction tool, loan use tool, client empowerment tools. SEEP Network, 2000.

- Use of loans for the economic activity of the beneficiary implemented in the framework of the project, or for other purposes.
 - Accumulation and value of assets purchased through financial services.
 - Decision on taking a loan and on the use of the loan made by the project beneficiary or by others (family members, husband/companion), especially in the case of girls.
 - Loan repayment difficulties (difficulties for in-time repayment, total incapacity to loan repayment).
 - Number and amount of emergency loans.
 - Number of micro-insurance contracts.
 - Use of micro-insurance (health, death, invalidity).
 - In case of a hazard, percentage of coverage of real expenses by micro-insurance and/or by other social protection forms.
 - Membership of beneficiaries in multiple microfinance schemes (for instance the MFI selected by the project and informal savings and credit associations).
 - Cross-lending situations: number of project beneficiaries taking loans from other sources to pay back loans from the project MFI.
- **Contracts with MFIs should be revised** if monitoring results indicate that financial services are not adapted, or are no longer adapted, to the needs of the project beneficiaries. Monitoring the impact of financial services and adaptation of contracts with financial service providers should serve the objective of their long-term sustainability of the financial services after the end of the project.



Tools (see full text in CD-ROM)

1. Mapping the supply and demand of microfinance, including Sample TOR
2. Handouts for clients on budgeting and savings and on credits
3. Checklist on conditions for successful intermediation in guarantee programmes
4. Clauses common in an individual guarantee contract

Tool 1. Mapping the Supply and Demand of Microfinance¹

Rationale

Before opting for a new microfinance mechanism one needs to establish whether there is a demand to begin with. The working poor may sometimes believe that their problems stem from insufficient or irregular or unaffordable credit, whilst in actual fact the key constraint may be inaccessible markets. Similarly, rather than creating a new mechanism it may be more expedient to persuade an existing financial service provider to adjust its offer. In other words, prior to any intervention one needs to explore the extent and nature of a market gap. It will allow to decide with which organization the project could partner. From an efficiency and sustainability point of view, it is always better to strengthen an existing institution than to create a new one.

Demand for financial services

The ILO target group may use and need a variety of financial services, both for **productive** and **protective purposes**. The working poor invest in income generating activities, save for specific purposes (e.g. school fees), borrow money to cover bigger or unforeseen expenses and transfer money to family or friends. An analysis of the economic activities of the target group and of their use of financial services (both formal and informal) provides an insight in the quantity and quality of these services and thus the room/need for improvement. The target group may need a different type of financial service (e.g. saving services in addition to only credit) or financial services with different characteristics (e.g. smaller/larger loan size, more flexible repayment schedule). The assessment should also try to identify the capacity of the target group to handle debt. Savings might in some cases be more important than credit. Also, for highly destitute clients, grants might be more suitable than loans.

The demand for financial services can best be assessed through focus group discussions and semi structured interviews with members of the community and key informants (e.g. community chiefs, representatives, local authorities). See attached TOR for an outline of questions helpful in assessing the demand for financial services among the target population.

Supply of financial services

Organizations offering financial services range from commercial banks, rural banks, microfinance institutions, financial NGOs and member owned financial institutions like credit cooperatives and village banks. Informal providers of financial services include moneylenders, self help groups, family and friends.

The working poor are usually excluded from financial services from commercial banks due to lack of physical collateral and high perceived risk. Also, especially in rural areas, the working poor often lack access to commercial banks, which are usually situated in more urban, densely populated areas.

Recognizing these facts, socially oriented institutions like microfinance institutions, financial NGOs and member based organizations (e.g. financial cooperatives) try to fill the gap by providing services to the poor and formerly excluded. Due to their vision and mission, these institutions are principally suitable partners for ILO TC projects.

The mapping of the supply of financial services intends to identify all different financial service providers in the target area and its surroundings. Information from the MIX (www.mixmarket.org) and other relevant websites provide a first overview. Interviews with the institutions will provide further insight in the characteristics and focus of the institution. Important aspects include: the products and services offered, the target group served, size and outreach of operations, mission and vision, poverty focus, managerial and organizational characteristics, and the institutional interest and capacity in providing financial services to the ILO target group.

Gap analysis

The aim is to find out which financial services are demanded by the ILO target group, which institutions are already providing these services and which would be willing and capable of doing so, provided they get some technical and/or financial support from the ILO TC project.

1 Source: Social Finance Network. 2007. Microfinance Briefs. Brief 3: *Mapping the supply and demand of microfinance*



The gap analysis aims to find out, why existing institutions are not yet (fully) doing what we want them to do, i.e. covering the demand of the ILO target group.

- What are the barriers/constraints in providing financial services that would support the objectives of the ILO project and correspond to the demand of the target group?
- What incentives (financial and non-financial) are needed to get an institution to do so?

The answers to these questions will help ILO TC staff to design a microfinance component that is filling the demand for financial services of the target group and is effectively contributing to the decent work objectives of the TC project.

Links

- MIX Market: Global information exchange platform for the microfinance industry, providing information on microfinance institutions worldwide: <http://www.mixmarket.org/>

Literature

- CGAP Focus note on exploring client preferences in microfinance:
http://www.cgap.org/portal/binary/com.epicentric.contentmanagement.servlet.ContentDeliveryServlet/Documents/FocusNote_18.pdf
- CGAP Format for appraisal of microfinance institutions:
http://www.cgap.org/portal/binary/com.epicentric.contentmanagement.servlet.ContentDeliveryServlet/Documents/TechnicalTool_04.pdf

Sample Terms of Reference

Background

Assessing the demand for and supply of microfinance is an important first step in designing a microfinance component of a TC project. An analysis of the demand for financial services will help to understand what financial services are most important to the target group and how they should be designed. The supply side analysis intends to find out which financial services are already offered by different financial service providers. The resulting gap analysis will illustrate how the project can bridge the supply and demand for financial services in the target market.

It will allow to decide with which organization the project could partner. From an efficiency and sustainability point of view, it is always better to strengthen an existing institution than to create a new one.

Checklist: Mapping demand and supply

The assessment should look at the following:

On the demand side:

- Which economic activities does the target group pursue?
- Which financial services does the target group use to finance a) their income generating activities, b) the protection against vulnerability and risk?
- Which sources of financial services does the target group use?
- How effective are these sources and financial services? Do they contribute to the objectives of the ILO TC project?
- Which (other) financial services might the target group need? For which purposes? Income generation? Protection against vulnerability and risk? Money transfer services?
- What has the target group itself articulated as its need for financial services?
- Which characteristics should these services have?

On the supply side:

- Which organizations offer financial services in the target area?
- What is the regulatory status of these organizations (bank, non-bank financial institution, microfinance institution, NGO, credit union, cooperative, etc.)?
- Which products/services do they offer?
- Which target groups do they supply?
- What is their social outreach and financial performance?
- How long have they been engaged in microfinance? What is their mission/vision?
- Which sources of funds does the institution use?
- In the absence of appropriate financial services: Are there any financial service providers in the country that do not necessarily operate in the project area yet but might be willing to move there?
- Which other organizations are present in the project area? What products do they offer? Do they have a capacity in microfinance?
- Potential partnerships, cooperation between NGOs (not necessarily financial) and banks, credit line providers, etc.

Supply shortfalls:

- Why are institutions not doing what we want them to do (providing financial products and services to the target group, filling their demand)?
- Technological restrictions, methodology, information gaps, capacity, geographical presence, funds, etc....?
- What would give them an incentive to do so? How can challenges be overcome?

Additionally, an analysis of the environment is useful to get a broader picture of the functioning of the financial market and decide upon the way of intervention. This analysis should look at factors like:

- Macroeconomic environment (inflation, interest rates, etc.)
- Central Bank regulations regarding the financial sector (interest rate ceilings, regulations regarding microfinance, regulations regarding savings, remittances, etc.)
- Donor presence in the microfinance sector - activities, interests, plans

Methodology

The demand for financial services can be assessed via focus group discussions and semi structured interviews with members of the target population as well as key informants.

For the supply side analysis, financial institutions including (financial) NGOs, microfinance institutions, banks and other important stakeholders from the microfinance sector (e.g. microfinance associations, microfinance department in ministry of finance (or others) and central banks) should be identified and interviewed. Information from the MIX market web site (www.mixmarket.org) as well as previously conducted financial market assessments can provide useful background information.

Expected Output

The results of the exercise, an approximate map of demand and supply of microfinance in the project area and among the target group, will be summarized in a report.

The report should formulate options for the use of project funds for funding of credit lines, capacity building, technical support, etc. It should also highlight risks and challenges in the establishment of a microfinance component, especially if the target group has been found to be extremely poor or if microfinance does not seem to be a suitable intervention at all.

All recommendations should put great emphasis on the sustainability of the strategy/services, exceeding the duration of the ILO project.



Module 5.3

Tool 2. Handouts for clients on budgeting and savings and on credit²

See http://www.iom.md/materials/15_build_fin_cap_eng.pdf

Tool 2 consists of pages 69 to 81 (part 9)

² Source: Building financial capability for the vulnerable households: A Manual for individual training/counselling session, Chisinau, 2008, Part 8: Handouts for clients: Budgeting and Savings, and Part 9: Handout for clients: Credits

Tool 3. Checklist on conditions for successful intermediation in guarantee programmes³

	Not relevant	Not satisfactory	Weak	Satisfactory
1. Suitability of the instrument				
The guarantee fund instrument is relevant to the organization				
The organization has prior experience in guarantee funds				
The organization has experience in (direct) lending				
2. Institutional culture and leadership				
The governing body/board is well informed on (the particularities of) the guarantee instrument				
The executive director/general manager is well informed on (the particularities of) the guarantee instrument				
The chief of the financial services division/unit is well informed on (the particularities of) the guarantee instrument				
Financial services are among the priority areas of concern for the organization				
There is a consensus at the different management levels about the suitability of the guarantee instrument				
The organization is willing to commit necessary (financial) resources				
The organization is prepared to make necessary organizational changes (reorganization)				
The board/management is prepared to allocate necessary resources for staff training and the upgrading of monitoring systems				
The board/management is prepared to recruit professional staff from outside the organization (if necessary)				
Members of the organization consider their leaders representative, capable and transparent. Absence of political interference or clientele that could pose a threat to the guarantee programme				
Previous financial intermediation has been transparent and professional				

3 Source: ILO. *Local Economic Development in Post-Crises Situations. Operational Guide*. Geneva. 2004., Tool 4.6.10, pp.178-180.



	Not relevant	Not satisfactory	Weak	Satisfactory
3. Organizational structure				
Financial services are organized in a special division/unit				
This division/unit has its own (decentralized) accounts (budget, balance sheet, profit/loss statement)				
Day-to-day decision-making is decentralized				
4. Strategic and operational planning				
The organization has a strategic and operational planning capacity				
The organization bases its activities on a mid- and long-term strategic plan				
The role of financial intermediation in the overall organizational strategy is clear and in coherence with other activities				
The financial services division/unit has its own annual mid- and long-term plan				
Financial projections and plans are made on a regular basis				
The financial service division/unit has its own fund accounting plan				
Targets are regularly reviewed and revised when necessary				
5. Financial policies and procedures				
Policies and procedures have been established for financial services				
Policies for financial intermediation are transparent and complete				
Target group and eligibility criteria are determined for each financial service				
Loan conditions are determined for each financial service				
The organization has an explicit policy for the remuneration of financial services and programme sustainability				
The organization has an explicit policy regarding loan restructuring and legal action				
The organization has a clear agreement (policy) for calling on guarantees				
Adequate procedures are defined for the following areas:				
Client screening and selection;				
Loan appraisal and approval;				

	Not relevant	Not satisfactory	Weak	Satisfactory
Loan disbursement and repayment;				
Follow-up on problem loans;				
Calling on guarantees; and				
Guarantee payments.				
Procedures are contained in a user-friendly manual				
A special independent committee approves loan/guarantee applications				
6. Financial situation				
The organization has at its disposal the necessary funds for the guarantee fund programme				
The organization has access to outside funding sources required for the programme				
The organization has at its disposal hard currency funds				
Liquidity of the guarantee fund				
Solvability of the guarantee fund programme in relation to the overall (activities of the) organization				
7. Monitoring and control				
The financial service division/unit has at its disposal an information system to monitor individual loans and the overall loan portfolio				
A monitoring system on the status and performance of the guarantee fund is in place				
Information on loan disbursements and repayments is easily accessible				
The management has at its disposal regular (monthly) reports on the status of the finance portfolio				
Reports contain clear indicators on loans in arrears, in default and portfolios at risk				
Regular reports are provided on the status of and calling on the guarantee fund				
The organization has at its disposal an information system to monitor costs and revenues of the finance programme				
The information system provides information on the workload and performance of each finance officer				



	Not relevant	Not satisfactory	Weak	Satisfactory
The management has at its disposal regular reports on programme performance, programme costs and revenues				
The level of programme sustainability is regularly measured on the basis of (pre-determined) indicators				
The management provides (semi-) annual reports to the board/governing body				
The finance programme is subject to regular (annual) external audits				
8. Staff (management) capabilities				
Relevant managers have the capability to design, update and refine policies, strategies and procedures				
Programme staff have the required skills to implement necessary activities				
Managers are capable of making financial projections				
Relevant staff are familiar with (portfolio) monitoring and reporting				
Staff are familiar with bank policies and procedures				
Officers are familiar with the tools to screen business plans on their technical and financial feasibility (including cash flow analysis and market analysis)				
Officers are familiar with tools to assess business management capacities of loan applicants				
Staff are able to provide pre-loan orientation on (the use of) credit				

Tool 4. Clauses common in an individual guarantee contract

The following clauses usually appear in a guarantee contract:

Descriptions of the borrower, the loan size, the loan term, the repayment pattern and the interest rate charged on the loan.

Descriptions of the collateral and personal guarantees pledged by the borrower and other guarantors.

A description of how much is covered by the guarantee fund. This can be expressed either in monetary terms (an amount fixed or decreasing over the loan period) or as a percentage of some of the loan components (principal, interest, penalty interest). In cases where interest or penalty interest is covered by guarantee fund, the contract should specify a maximum number of months after the first missed instalment over which the lender can claim interest.

The duration of the guarantee (usually the same as the loan term).

A clause specifying that all guarantee fund is subsidiary liable, its liability being confined to a percentage of the loan losses made after the deduction of proceedings from collateral and from personal guarantors.

A clause that specifies that if the guarantee fee has not been paid, the guarantee is invalid.

A clause that specifies whether or not the guarantee fund will refund fees paid by lender or the borrower for unexpired periods of coverage in case of termination of the guarantee contract due to claims or due to other reasons.

A clause that specifies the type of information that the lender has to submit to the guarantee fund on the guarantee loan, as well as the reporting timeframes.

A clause that gives the guarantee fund the right to access the loan files of the guaranteed borrower.

A clause that spells out that the lender is only allowed to restructure or reschedule the loan if there is prior authorisation from the guarantee fund.

A clause that specifies the conditions under which the lender can call in the claim, for example when all the following have happened:

- arrears have reached 90 days
- defaulters have been appropriately warned
- the loan has been called in
- legal proceedings have been initiated to foreclose on collateral and to recover loan debt.

A clause that limits the time period within which lenders can call in claims, for example the lender has to call in the claim within 40 days after the arrears have reached 90 days and the loan has been called in.

A description of the documents that should accompany a claim:

- photocopy of the loan document
- photocopy of the court writ
- photocopy of the payment order(s)



The criteria for rejecting claims, such as:

- the lender did not pay the fees
- the lender restructured or rescheduled the loan without authorization from the guarantee fund
- the claim was presented beyond the agreed period
- the loan was disbursed before the guarantee approved

A clause that specifies the maximum number of days for the settlement or the rejection of the claim by guarantee fund.

A clause that specifies the method of payment for the settlement of claims.

A clause that specifies how proceeds from collateral will be divided between the lender and the guarantee fund.

A clause that specifies a time period after the recovery of collateral, within which the lender is to transfer the amount owed to the guarantee fund.

A clause that specifies that the guarantee fund, after paying a claim is entitled as a new creditor to designate its own representative to jointly repossess, with the lender's representative, assets from the client and/or personal guarantors.

Module 6

Assistance in obtaining and maintaining wage employment

This module will:

- provide guidance on how to promote wage employment of the project's target group in formal and informal employment, including employers' incentives;
- describe the technical coaching and social follow-up services the project should continue to provide during an initial employment period;
- highlight the responsibility of the project to monitor respect for agreed employment conditions;
- describe how to promote employment of project participants with specific needs.



What to consider?

Opportunities for wage employment are scarce in post-conflict settings

Even in ordinary settings, opportunities for private formal sector and public sector wage employment have been declining in many poor income countries. Conflict destroys infrastructure, enterprises, purchasing power of people, the rule of law and security, education and vocational training structures; it kills or pushes to emigration qualified personnel, restricts markets, etc. Wage employment opportunities may have come to a complete standstill.

Compared to other local people, children and youth formerly associated with armed forces and groups and other conflict-affected children accumulate additional handicaps, such as poor educational and vocational skills levels, community rejection, effects of psychological trauma, and so on.

Labour market institutions and services, normally in charge of matching job vacancies and jobseekers, may have ceased to function, or may be swamped by huge numbers of refugees, internally displaced persons (IDPs), or ex-combatants. In addition, the free flow of information between employment providers and employment seekers may have been completely disrupted, making existing labour market information systems ineffective or obsolete. Even before the outbreak of crises, the usual public employment services of many poor income countries have already become ineffective because of declining formal sector wage employment or else have adapted their operations to what has become the new key function of employment services for growing labour markets of poor income countries: counselling for informal economy self-employment.

New wage employment opportunities can arise, in particular in the sectors of construction, agriculture and in EIIPs

However, in contrast with these global labour market tendencies, other opposite forces are pushing towards the creation of new wage employment opportunities that are specific to post-crisis situations, since they are linked to reconstruction and recovery. Such opportunities are typically to be found in the construction industry, in agriculture and related activities, and in international aid related activities.¹ Widely used modalities for wage employment in post-conflict situations are labour-intensive investment programmes (EIIPs), especially in the form of emergency employment creation programmes like Quick Impact Programmes (QIPs) (see Module 7 on EIIPs). With adequate support from the reintegration project, such wage employment options are accessible to your target group.

1 See Goovaerts, Gasser, Inbal: *Demand-driven Approaches to Livelihood Support in Post-War Contexts. A joint ILO-WB Study* (Geneva, ILO, 2006). See also Module 2.

Direct placement with formal sector employers after training received by the project will probably remain exceptional. The most promising strategies are employment placement modalities implying some involvement of the public sector, like EIIPs or placement in Public-Private-Partnerships (PPPs)², and, most importantly, access to wage employment via formal or informal apprenticeships. Though difficult to obtain, placement with formal sector employers has proved to be one of the most successful reintegration strategies for ex-combatants, including children and youth.³

Informal apprenticeships give access to wage employment in the informal economy

Access of young people to wage employment in the informal economy nearly exclusively goes through informal apprenticeships. The “how-to” guide, therefore, considers facilitation of access to informal apprenticeships, support during such apprenticeships and follow-up of the transition from apprenticeships to employment as the key strategy to promote wage employment of project participants in the informal economy.

The present module provides guidance on: (i) what implementing agencies should do in order to facilitate the access of project beneficiaries to wage employment, and (ii) support during the initial employment phase.

2 PPPs are “voluntary and collaborative relationships among various actors in both public (State) and private (non-State) sectors, in which all participants agree to work together to achieve a common goal or undertake specific tasks. Partnerships may serve various purposes, including advancing a cause, to implement normative standards or codes of conduct, or to share and coordinate resources and expertise. They may consist of a specific single activity, or may evolve into a set of actions or even an enduring alliance, building consensus and ownership with each collaborating organization and its stakeholders”. See: *Building partnerships: Cooperation between the United Nations system and the private sector*; United Nations, Dept. of Public Information, 2002.

3 See UN: Inter-Agency working Group on DDR, *Integrated Disarmament, Demobilization and Reintegration Standards (IDDRS)*, Module 5.20 “Youth and DDR”, 2006. p.11. Though the IDDRS uses the term “private sector”, the context clearly indicates that it targets the formal economy.



What to do, how to do it?



Step 1: Getting access to wage-employment

a) Involvement of employers' associations and public employment services

Project beneficiaries wishing to obtain wage employment belong to three groups each with a different economic reintegration background: beneficiaries with vocational skills (and possibly) entrepreneurship training received by the project without practical work experience, beneficiaries in informal apprenticeships, and beneficiaries in formal apprenticeship with complementary vocational skills training by the project. For each group, support for access to wage employment will be required at different moments of the project cycle.

- **Involve employers' and workers' organizations, associations of artisans and other private sector business associations right from the start** in your project. Ensure their representation and active participation in the Project Steering Committee (or similar), so that they are familiar with the project, the services received by the participants, sensitized to the problem of children and youth formerly associated with armed forces and groups and child recruitment, and open-minded for job placement of these young persons. Lobby for employment of qualified project beneficiaries wishing to enter wage employment. To increase effectiveness of contacts with employers and their organizations, the implementing agency might develop a small information brochure about the objectives and services provided by the project to the beneficiaries. Contacts with employers' organizations might take the form of meetings organized jointly with the public employment service.
- **Keep employment-relevant public services, agencies, and programmes regularly informed** about the progress of your project, with regard to numbers of beneficiaries with acquired qualifications, competencies and certificates. Also, check regularly for available vacancies and lobby for placement of beneficiaries with adequate qualifications in suitable employment. In order to increase employability in wage employment, preceding training should as much as possible lead to certificates recognized by the competent authorities.
- **The services, agencies and programmes indicated below should be regularly informed and consulted:**
 - Public employment services (PES), eventually emergency PES, Job placement services, etc. on regional (District) and local levels; job placement services sometimes have special units for disabled job-seekers; the recent tendency towards "one-stop shop" services facilitates, among others, inclusive services.
 - Public administrations in charge of public-private-partnerships.
 - In some countries, ministries of labour run centres, offices, bureaus with technical capacities and financial means for effective employment creation.
 - Administrations and agencies in charge of planning and implementation of EIIP (see Module 7)⁴.
 - International aid agencies for job placement in aid-related employment⁵.
 - Such agencies sometimes set up employment services for their own needs, which should be regularly consulted.

4 This component is treated in Module 7 See in text.

5 See Goovaerts, Gasser, Inbal: op.cit. p.31 and Module 2.

- Public administrations that may be running employment programmes for specific groups, often with financial and technical support from technical cooperation projects: youth employment (ministry of youth and sports), employment for women, or employment for people with disabilities (ministry of social affairs).
- Technical cooperation projects.

It should be kept in mind that direct involvement in employment promotion policies and programmes, employment services and institutions is out of reach of project implementing agencies in the field, but that they have in each case the task to examine how they can make such services and programmes available to their target group.

- Ensure **registration** of all project beneficiaries after termination of training **into the labour market information system** of the local employment services, if it exists;
- Check that placement services effectively propose **qualified project beneficiaries** to employers for suitable job vacancies;
- Offer **training of employment counsellors** on reintegration of children and youth formerly associated with armed forces and groups, strengthening their counselling capacities for referral to specialized structures;
- **Inquire about possible tax reductions** for employment of vulnerable groups like your project beneficiaries, or negotiate such tax reductions with the competent authorities, together with other concerned agencies;
- In some cases, **public sector employment** may be accessible to your target group, for instance in humanitarian aid programmes run by government, or in the security forces.
- **Explore employment in sectors** known to have relatively high employment potential, especially in post-conflict settings, like the construction industry and industrial agriculture (plantations, etc.).

b) Access to wage employment through formal and/or informal apprenticeships

As indicated in the introductory part of this module, chances for direct access to wage employment after project training will be relatively rare. The normal and most promising, though not exclusive, way to obtain wage employment is to pass through a formal or informal apprenticeship with a formal sector employer or a master craftsperson. Entrance into wage employment after formal or informal apprenticeships has proved to be one of the most successful methods of economic reintegration.

- **Follow steps for placement** in formal or informal apprenticeships as described in Module 4.1 on Vocational skills training.
- **Transitions from apprenticeship to employment** should be clearly marked through end of apprenticeship certificate, official “liberation”, and the establishment of an employment contract, especially in the formal economy. However, in informal apprenticeship, such transitions are usually less clear-cut. Former apprentices may continue to work for the master craftsperson to compensate for unpaid apprenticeship fees, and apprentices may gradually receive growing parts of the benefice of their production, until they finally become employees or associates.

Formal apprenticeships are usually of limited duration and accompanied or preceded by theoretical skills training received in the framework of the project.

c) Incentives to private sector employers (formal and informal) for employment of project beneficiaries

Implementing agencies can improve chances for access to wage employment by providing some of the following incentives, according to their possibilities. In the case of former apprentices, such incentives may be provided to the former master craftsperson or entrepreneur to keep the former apprentice as an employee, or to other potential employers.

➤ **Incentives should always be considered as a “second choice” solution** to compensate for the specific handicaps of your target group on the labour market. Whenever possible, beneficiaries should find employment by proving their professional and personal qualities during the apprenticeship. Similarly, the task of the implementing agency should be limited to facilitating access to the apprenticeship and to lobbying by providing the potential employer with all the supportive information on the services received by the project and continued support during the first period of employment. The following incentives may be considered:

- Payment of wage subsidies for a fixed period of time, with a contractual obligation to establish an employment contract for a fixed period of time which would stretch beyond the end of the payment of the salary complement. The amount of the subsidy as well as the time periods for subsidy payment and duration of employment contract have to be negotiated according to the specific conditions. The amount of the wage subsidy should be determined in such a way as to allow continuation of the employment contract after the period fixed for contractual employment obligation. Wage subsidies paid by the project should be taken from the budget lines for installation grants. The end of the subsidy payment by the project should normally correspond to the end of the beneficiary's participation in the project (for formal sector employers and master craftspersons).
- Supplementary coaching of project beneficiaries by the project during the initial employment phase.
- Facilitation in obtaining sub-contracts in EIIPs or other reconstruction projects, if you have the possibility (formal sector employers).
- Tax reductions, if these exist or have been negotiated by the project with the competent authorities (formal sector employers and master craftspersons).
- Assistance and information on occupational safety and health (OSH) issues (e.g. elimination of hazards, risk assessments, information and eventually training on WISE⁶) (master craftspersons and formal sector employers).
- Provision of equipment, tools (master craftspersons).
- Information about existing financial services, including micro-insurance, and how to get access to these services (master craftspersons).
- Contacts to formal sector enterprises, if you have the possibility (master craftspersons).
- Participation in non-formal basic education (master craftspersons).
- Participation in management training (master craftspersons and, if requested, formal sector employers).

6 See Module 8.2

d) Access to wage employment for beneficiaries with disabilities

- If available, beneficiaries with a disability who are not ready for regular employment or self-employment may pass through a **limited period of working in a special production unit** (“sheltered workshop” or similar) before they enter into open employment, in order to get used to working environments and to develop working capacity. Such employment in a sheltered environment should be for a shorter period, and the implementing agency should ensure effective transition to open employment. Short-term work in a sheltered work environment may also serve to refine vocational assessment of the disabled beneficiary. Sheltered workshops, however, should not be considered as an option if other workshops are available that provide real work, appropriate pay, learning opportunities, and that transition people to other more inclusive settings and that are community based, (i.e. do some level of community-based work rather than only segregated work), and strive for rehabilitation, training and community inclusion. Such workshops which also provide business development training, job placement services, supported employment or job coaching ensure that disabled persons are more likely to have opportunities to enter the regular workforce.
- Yet another way to test the capacity of disabled beneficiaries consists of “**work trials**”. The implementing agency may arrange work trials with employers in order to introduce the disabled persons gradually to the employer and to overcome their possible reluctance to take the person into employment. The disabled beneficiaries may have their chance to prove their capacities. In any case, work trials provide a first work experience and may be valued as a reference in the curriculum vitae (CV) of the young persons. A negative work trial experience may indicate that the disabled person needs supplementary training, an alternative placement or vocational rehabilitation into other jobs.
- Mobilize funds to contribute to the costs of **reasonable workplace accommodation**, when needed.
- **Organize coaching and supplementary training** of employees with disabilities through specialized agencies (e.g. vocational rehabilitation centre or specialists, teachers from special schools for deaf and blind children, or organizations of disabled persons) during the initial employment phase.



Step 2: Project support during initial wage employment period

During an initial period, the duration of which has to be determined in collaboration with the employer, the new employee should normally still participate in the reintegration project and benefit from certain project services. Coordination of employment obligations and project support services should be negotiated with the employer and the young person.

Support services of the project during the initial employment phase are to be provided in the following fields:

- Continued technical coaching and social follow-up.
- Monitoring of respect for agreed employment conditions.
- Establish a **contractual agreement with the employer on project support** to the new employee in the two above mentioned areas, as well as on the duration of project support, and on the coordination of project support with employment. Monitoring of employment conditions by the project might be difficult to accept by the employer, but is important for project implementation. Monitoring should of course be limited to project beneficiaries. Incentives offered should also serve to render monitoring acceptable to the employer. Monitoring modalities should be negotiated with the employer (e.g. visits at regular intervals).

a) Continued technical coaching and social follow-up

- Ensure that the employer assigns a supervisor to the young employee. The young employee needs initial guidance on the new job. The supervisor should know the job, be able and willing to coach the young worker, and should also know the tasks that are dangerous, and that should not be carried out by the young worker. In the rare cases where no internal supervision can be arranged within the enterprise, ensure technical coaching during an initial employment period, for instance by the agency that had been in charge of pre-employment vocational skills training.
- Offer the possibility of continued participation of the employee in the project's **informal basic education and life skills training** outside working hours; if necessary, negotiate participation during working hours with the employer.
- Ensure continued access of the employee to **financial services and to social protection** negotiated by the project (see Modules 5.3 and 8.1).
- Provide continued support to employees living with **HIV**, or who have partners living with HIV, especially referral to appropriate care, support and counselling services, including referral to psychosocial support.

b) Monitoring of respect for agreed employment conditions

- **Check the establishment of a written employment contract** (as far as acceptable by local practice). A written contract reduces conflicts, disputes, stress. The contract should include the following items: name, age, address, place of work, description of the job(s) to be done, start date and duration, (or end-date, if time-limited), days per week and hours of work per day, remuneration and when it will be paid, benefits, and obligations, and the provision for reasonable accommodations, if applicable. If available, ensure registration of the young workers with social security agencies.
- **Monitor respect for the following concerns during the agreed initial period:**
 - Equal treatment of project beneficiaries with the other employees, including equal wages.
 - Payment of wages in time and payment of allowances, if applicable.
 - Annual leave, sick leave, maternity leave.
 - Equal access to promotion within the enterprise, including training opportunities.
 - Elimination of health and safety risks, especially in the case of employees under the age of 18.
 - In the event national regulations have established a list of hazardous work to be prohibited for children, such a list is binding for employers of persons under age 18. You may require the employer to do a risk assessment of the respective workplace or task and offer the project's assistance to identify an agency with some competency in this field. For further information and tools see Module 8.2 on OSH and other working conditions, and Module 1 on Identification of the target group. Module 8.2 provides tools that may be proposed to the entrepreneur for reduction of safety and health risks and improvement of productivity. Tool 1 provides tips for employer in working with youth. See also tool 3 of Module 8.2.
 - Social dialogue within the enterprise and free participation of the employee in a workers' organization, inside and outside the enterprise, submission to labour inspection.
 - Absence of gender-based inequalities for female employees, equal pay for equal work, equal access to promotion, no dismissal due to pregnancy, maternity benefits, no difficulties in returning to work after interruptions devoted to child bearing and raising, measures to prevent, detect and sanction sexual harassment in the workplace.

- Provision of facilities for girls and young women to balance family obligations and work, e.g. day-care facilities for those with child-caring responsibilities, flexible working hours and shift arrangements convenient for mothers of small babies, or maternity leave, as far as reasonable in the given context.
 - Non-discrimination and non-stigmatization of employees related to real or perceived HIV status, and confidentiality of information on HIV status.
 - Non-discrimination of employees with disabilities, equal opportunities for advancement and training.
 - For employees with disabilities: analysis of existing jobs to find out which job can be done by which person, and provision of reasonable accommodation of workplaces. The project may be able to mobilize technical expertise and financial means for such accommodation. Most accessibility measures established for disabled employees are in fact beneficial for all employees, for example, good signage, wide aisles, or ramps.
- **Register monitoring results** in the **individual monitoring forms**. Monitor also cases where project beneficiaries abandon their employment. Project experience shows that such cases do not necessarily signify that beneficiaries drop out of the reintegration process. There are cases where they have found another employment in enterprises they consider better suited to their needs, or may have turned to self-employment using wage earnings as investments, etc. Monitoring of such individual solutions provides useful information for future project planning. In cases of effective drop out during project duration, the implementing agency should assist the beneficiary to find other wage or self-employment opportunities.

c) Public communication about successfully employed children and youth formerly associated with armed forces and groups and other conflict-affected children

- **Examples should be made known in the community** of successfully employed children and youth formerly associated with armed forces and groups and other conflict-affected children through promotional activities, for instance by radio and TV programmes, and together with employers' associations. Such examples have high symbolic value and contribute to their community acceptance.



Step 3: End of project participation of beneficiaries in wage employment

- The **end of the support and monitoring period** agreed upon with the employer should signify the end of project participation of beneficiaries in wage employment.
- As in the case of small-scale entrepreneurs, monitoring of project results in terms of stable wage employment created by the project should be carried out at the end of the project, but also at regular intervals after the termination of the project, for example six months, 12 months and 24 months after project termination. Provisions should be made during project planning to provide resources and designate agencies to carry out such **post-project evaluations**. These evaluations should include qualitative analysis to allow the establishment of correlations between approaches and types of services provided and sustainability of employment, though it is evident that reliable linkages are difficult to establish.

Module 7

Integration into employment-intensive investment programmes

This module will:

- highlight the advantages of employment-intensive investments programmes (EIIPs) for communities and individuals, including for the project's target group;
- explain the differences between emergency EIIPs and full-fledged EIIPs in development;
- provide guidance on how to promote inclusion of project participants as workers in EIIPs;
- describe the project's responsibility in monitoring employment conditions for project participants in EIIPs;
- provide guidance on how to assist small-scale entrepreneurs of the project in becoming contractors of EIIPs or service providers.



What to consider?

The use of labour-intensive methods in conflict recovery programmes provides great advantages for communities and individuals

Employment-intensive investments programmes (EIIPs) are key components of employment strategies for all “three tracks”, from stabilization through income generation and emergency employment to local economic recovery and reintegration to sustainable employment creation and decent work.¹ Characteristics and functions of employment-intensive approaches vary from phase to phase, going from rapid but poorly sustainable aid-funded employment creation to more sustainable and decent employment during the third track.

The common essence of labour-intensive programmes in all three phases is that infrastructure production, repair and maintenance should rely to the greatest extent possible on local labour, local technical capacity, and local materials, equipment and tools. There are numerous fields where labour-intensive approaches can and should be applied without compromising on quality: rebuilding feeder roads, small bridges, community centres, schools, health clinics, wells, afforestation, construction and repair of drainage and irrigation systems in agriculture, waste collection and disposal in urban centres, etc.

Governments may be inclined to use highly mechanized technologies instead of labour-intensive methods because of the pressure for quick rehabilitation of infrastructure, sometimes also because of pressure from foreign donors to use imported technology, but labour-intensive approaches provide incomparable advantages for communities and for individuals in conflict recovery programmes.

For communities, labour-intensive programmes have the following advantages. They:

- help to ensure stabilization in the immediate post-crisis phase through rapid employment provision to large numbers of people, which is one of the most difficult challenges of post-conflict situations;
- build community assets through construction, repair, and maintenance of basic infrastructure that directly support the restart of the local economy;

¹ For more details about the “three-track-model”, users should refer to the chapter on the conceptual framework pages 3ff. The model has been developed in the *UN system-wide Policy Paper for Employment Creation, Income Generation and Reintegration in Post-Conflict Settings* October 2009.

- provide some degree of security because target groups like ex-combatants are provisionally “occupied”;
- offer productive ways to use foreign emergency aid;
- provide immediate, though provisional employment to vulnerable groups, including children and youth formerly associated with armed forces and groups and other conflict-affected children;
- favour community cohesion through social dialogue and reconciliation, as part of the peace-building process;
- are cost-effective for many types of infrastructure construction, repair and maintenance, without compromising on quality and efficiency.

For individuals, men and women, labour-intensive programmes have the following advantages. They:

- rapidly provide some income;
- provide basic vocational skills training;
- provide some work experience. Work experience should not only be considered as a factor reinforcing future employability, but also as a factor of social integration allowing to satisfy, at least partially, non-economic aspirations of young people: belonging to a community, “be someone”, forming peer groups with other young workers, etc.;
- provide a positive social role to ex-combatants, including children and youth formerly associated with armed forces and groups, as “rebuilders”, after having been “spoilers”, fortress self-esteem and thus favour social acceptance;
- are especially suitable to employ people without specific vocational skills;
- provide markets for local small and medium enterprises (SME);
- offer employment opportunities to persons with disabilities either within the EIIP itself or through induced self-employment opportunities (production and repair of light tools, catering on the workplace, etc.).²

Full-fledged long term EIIPs aim at the creation of sustainable employment and decent work

While emergency labour-intensive programmes, for example Rapid employment intensive projects and most Quick impact programmes (QIP) in the stabilization phase, are generally not sustainable and rarely respect decent work standards, this is not the case with full-fledged long-term labour-intensive investment programmes for sustainable employment creation and decent work as developed by ILO in the context of ordinary development.

Key standards of such EIIPs are:

- national and local engagement and ownership;
- a transparent and local contracting system;
- transparency in procurement, targeted procurement;
- incorporated training component (technical and management);
- promotion of private sector, entrepreneurship development, SME creation with long-term markets (e.g. maintenance);
- minimum age and wages;
- respect of labour law, labour standards, including occupational safety and health (see Module 8.2).

² See ILO: *The Work of Giants. Rebuilding Cambodia*, Geneva, 2002 for the interesting experience of Cambodia, where large numbers of war-disabled persons had been successfully integrated into the EIIP recovery programme in this way.

The transition from emergency labour-intensive programmes to full-fledged long-term labour-intensive investment programmes for sustainable employment creation may be accompanied by a shift from direct public sector participation to competitive bidding among private contractors.

In the context of post-conflict recovery, the concept of labour-intensive programmes and policies has tended to be reduced to the emergency type and subsequently been criticized for lack of sustainability and respect for labour standards. However, in line with the three-track paradigm, a mix of different types of EIIP should be considered as adequate and useful for different phases of the conflict recovery process, building the link between emergency employment and the development stage. But even in immediate post-conflict settings, EIIPs should be conceived in such a way as to open the way to transitions towards types of programmes that progressively respond to standards corresponding to later stages of the recovery process.

In post-conflict settings, humanitarian relief agencies may be entry points for the inclusion of the project target group into EIIPs

EIIPs are based on a broad partnership between national authorities, donors (e.g. the World Bank and the International Monetary Fund), international technical cooperation agencies (e.g. ILO), international and national NGOs, local authorities, private partners, and local communities. National authorities should have “ownership” of the EIIP, though, due to weaknesses of national governments following conflict and post-conflict constraints, international partners often play the key role in planning and implementation of such programmes. Starting in the immediate post-conflict situation, humanitarian relief agencies such as the UNHCR, UNICEF, ICRC and the WFP are usually also directly involved in planning and implementation of EIIPs, especially for aspects concerning the reintegration of conflict-affected population groups, including children and youth formerly associated with armed forces and groups. These organizations are therefore valuable partners/entry points for the inclusion of the project target group into such programmes. Close coordination between all involved partners is essential to avoid duplication, contradictory approaches and waste of resources. In the framework of such coordinating bodies, the ILO generally has the role to set up, coordinate and manage an employment promotion programme. The programme approach of the ILO to EIIPs generally includes three components: the set-up of the EIIP itself, vocational skills training, and small and micro enterprise promotion.

Box 7.1

Examples of EIIPs

In Cambodia, an ILO project launched in October 1992 included components for labour-based infrastructure rehabilitation (mainly rural roads and irrigation schemes), capacity building for decision makers and technicians and vocational training. The programme concentrated its attention on demonstration, replicability, and the acceptance of the EIIP approach by national authorities and funding agencies. Several projects were implemented in the four provinces which had the highest concentration of demobilized combatants (30,000), returnees from refugee camps in Thailand (20,000) and internally displaced persons (about 90,000). By the end of 1994, the project had constructed or rehabilitated 220 km of tertiary roads and 56 km of canals for irrigation systems, while employing up to 6,000 workers per day. The programme provided training to more than 150 road and irrigation engineers. Ten small contractors were given special training for future long-term rehabilitation/maintenance work. Nearly 60 per cent of the workers were women. The project was not targeted solely at demobilized soldiers, but at returnees and internally displaced persons as well.

In Mozambique, ILO projects assisted the government in introducing labour-based road improvement and maintenance systems, which eventually developed into the Feeder Roads Programme. This programme sought to remove one of the principal constraints, that of limited access to agricultural and rural areas in the country. The programme entailed the organization of district-level labour brigades and started with two, each involving around 300 workers in 1989. It developed into 23 brigades of 150 to 250 workers each in 23 districts in 1994. A gradual expansion of the programme to the entire country is planned by the government. The programme is open to all conflict-affected groups, with women's participation averaging at ten per cent.

In Uganda, an employment-intensive approach has been applied to rural roads construction, rehabilitation and maintenance for a long time. The earliest ILO-supported projects started in 1981 on a pilot basis. A total of six have contributed to the development of a comprehensive EIIP coordinated by a labour-intensive investment unit in the Ministry of Planning and Economic Development. One programme was an emergency relief action designed to help people resettle. It entailed a wide variety of investments, ranging from schools to roads and agro-forestry. Another project focused on roads and involved the rehabilitation of more than 600 km of rural feeder roads. Urban investments were also made with an emphasis on the rehabilitation of primary drains and construction of secondary drains in an informal settlement.

Source: ILO: Employment-intensive Reconstruction Works in Countries Emerging from Armed Conflicts. Guidelines, 2001, pp.27-29.

Commitment of the national and local authorities, the donors and other stakeholders to an employment-intensive investment approach is essential. Equally essential is the involvement of local communities in planning, implementation and maintenance.

Planning for EIIPs may/should start even before the end of armed conflict, so that activities can start as early as possible in the immediate post-conflict situation. For the implementing agency of the reintegration project, this means that contacts should also be made as early as possible, eventually even before project participants are actually ready to join an EIIP, in order to be taken into account in the planning of the EIIP. Such contacts should include local authorities, international agencies and NGOs involved in the planning and implementation of EIIPs, including humanitarian relief agencies that may be in close contact with the reintegration project, or, if available, coordinating bodies of a local comprehensive development programme.

For economic reintegration projects of children and youth formerly associated with armed forces and groups and other conflict-affected children, the possibility of EIIPs to advance from QIPs to sustainable and decent employment determines the way such programmes are to be included in the economic reintegration strategy. Placement of project participants in QIPs should be a starting point in the perspective of longer-term employment in sustainable EIIPs, or as a transition to other (self-) employment in the local economy. The passage through the QIP may have provided valuable work experience, skills training and income or even savings for other vocational projects.

The task of the implementing agency is to prepare the target group to integrate EIIPs and to sensitize EIIP managers to include the target group

Labour-intensive strategies are outside the reach of implementing agencies of reintegration projects. The task of the implementing agency is, as indicated in earlier modules: (i) to prepare the target group to be able to integrate such programmes, and (ii) to sensitize managers of such programmes to include the target group, which has been defined above as the intermediary function of implementing agencies. EIIPs which exclusively target ex-combatants are not recommended. Infrastructure rehabilitation is usually carried out in areas with large numbers of other conflict-affected groups, like IDPs, or refugees. For areas with high concentrations of ex-combatants, a minimum of 20 percent of ex-combatants among all unskilled labour has been recommended.³ In any case, your project will be in competition with reintegration projects for other conflict-affected target groups.

³ See ILO: *Employment-intensive Reconstruction Works in Countries Emerging from Armed Conflicts. Guidelines*, Geneva, 2001.



What to do, how to do it?

Different options are to be considered for placement of project beneficiaries in EIIPs, knowing that emergency EIIP employment is normally not sustainable and needs to be complemented or accompanied through a medium- to long-term reintegration plan. This plan may include continued participation of the beneficiaries in project activities, parallel to their work in the EIIP, return to self-employment or job placement facilities of the project after the end of the EIIP, or be situated in the perspective of other EIIPs evolving towards more sustainable and decent employment.

1. Placement of the target group in emergency EIIPs right after vocational orientation

- **Identify during the vocational orientation phase project beneficiaries** for whom EIIP placement, starting right after the vocational orientation phase, might be an adequate option. This might be appropriate because they may rapidly need some employment and income, including food, which is often provided in EIIPs through the WFP's "Food for Work" programme, or because they do not want to follow vocational training. In this case, the EIIP is convenient to rapidly provide at least some income, skills training, and work experience in the short run.
- Knowing that emergency EIIPs do not provide a perspective for sustainable integration, **draw up a reintegration plan for a medium and long-term perspective** (taking into consideration EIIPs that may already exist in these countries), e.g. rejoining project services after participation in the EIIP, such as job placement, training, assistance in self-employment - depending on the skills, personal constraints, ambitions - but also, continuation in subsequent EIIPs, preferably evolving towards more sustainable employment and decent work.
- **Make contact with partners** involved in planning and implementation of EIIPs in your project area. These partners may be: local authorities; international organizations like the ILO; humanitarian relief organizations, in charge of rehabilitation of conflict-affected population groups, like UNHCR, UNICEF, ICRC, or the WFP, that may be involved in planning and implementation of EIIPs; international and/or national NGOs represented in the project area; but also local comprehensive development programmes. EIIPs are usually coordinated on the national/international level, but if implemented in your project area, there will be a local/regional coordinating body to contact. Contacts should be made as early as possible to allow consideration of your target group in the planning of the EIIP, as soon as the existence or planning of such programmes has been identified, which will normally be during the local economic and social environment assessment phase (see Module 2).
- **Negotiate with the beneficiary and with EIIP managers on modalities for participation** in the EIIP, concerning:
 - parallel participation of the beneficiary in project informal education, life skills training, some vocational skills training, management training, which may mean part-time work, arrangement of working hours, etc.;
 - minimum wages, working conditions, labour standards, working hours;
 - respect of occupational safety and health (OSH) concerns, protective clothing if appropriate;
 - duration of work contract;
 - reasonable accommodation or adaptations of tools or equipment for disabled persons;
 - continued monitoring of the beneficiaries participation in the EIIP by the reintegration project.

- Negotiate the respective parts of **payment** in cash or in kind.⁴
- Ensure that beneficiaries who are working in EIIPs continue to have access to **financial services**, including safe deposit and savings facilities for their cash payments, or to banking arrangements set up by the EIIP.
- Some EIIPs employ high numbers of women. When **placing young women and girls** in an EIIP, ensure the provision of day-care facilities for those with child-caring responsibilities, working hours and shift arrangements convenient for mothers of small babies, and ensure equal pay for equal work, gender-responsive allocation of tasks.
- Negotiate with private employers, subcontractors to EIIPs, **the provision of incentives** like those described in Module 6 on Wage employment, for instance salary subsidies for a limited period of time, against the obligation to take a certain number of your project beneficiaries as workers or as apprentices. Adjust tools or make other reasonable accommodations so that disabled workers can be included.⁵ However, do so in collaboration with the disabled workers so that the adjustments are suited to their needs and to ensure that they will in fact, use the adapted tool or device.
- **Monitor** employment of project beneficiaries in the EIIP and, if appropriate, complementary participation in project activities; register both in his/her **individual monitoring form**.
- Assist beneficiaries **after the end of employment with the EIIP** either to join other, if possible more sustainable EIIPs, or to start self-employment, membership in a cooperative, wage-employment, or a formal or informal apprenticeship, and restart the follow-up services described in the respective modules (for other EIIP, see above, negotiate better conditions concerning wages, working conditions, etc.).
- **Placement in emergency EIIPs** may be considered as an option for those at risk of dropping out at any time during training or apprenticeship programmes. All support described above should be provided.

2. Placement of project participants in EIIPs after vocational skills and entrepreneurship training

- Placement of project participants in EIIPs may remain an option after completion of vocational skills and entrepreneurship training. In such cases, placement should be negotiated with managers of EIIPs as well as with private contractors of EIIPs in the perspective of better employment, or even of becoming a future small-scale sub-contractors in future EIIPs. At this stage, placement in EIIPs should correspond to the acquired competencies and **be considered as a real economic reintegration strategy**.

3. Assistance to small-scale entrepreneurs of the project in becoming contractors of EIIPs or service providers

- **Ensure access to competitive bidding for EIIP contracts** for the project's small-scale entrepreneurs or cooperatives with contracting potential. Sub-contracting to EIIPs provides relatively stable markets for small-scale entrepreneurs over a predictable period of time, and even beyond the duration of the EIIP itself, for instance through maintenance contracts, especially during integration and development phases.

⁴ ILO, *ibid*, p. 50: "The Protection of Wages Convention, adopted by the International Labour Conference in 1949, provides for partial payment in kind in certain cases. In programmes and projects assisted by the World Food Programme the agreement is that the share of the wages in kind should not exceed 50 percent of the total value. Therefore, a fifty/fifty ratio of cash to kind may be recommended for the rehabilitation phase. Payment in food should generally be phased out when the development phase is reached."

⁵ For details, see D. Dilli: *Handbook Accessibility and Tool Adaptations for Disabled Workers in Post Conflict and Developing Countries* (Geneva, ILO, 1997).

- **Ensure training of the project's small-scale entrepreneurs or cooperatives** on participating in competitive bidding, performance and quality standards, etc., for example through participation in contractor training programmes, including certification of the competences.
- Keep the project's small-scale entrepreneurs or cooperatives **informed about tenders**.
- **Advocate** the cause of the project's small-scale entrepreneurs or cooperatives with managers of EIIPs.
- **Assist micro-entrepreneurs to occupy "niches"** in employment induced by EIIPs, as for example catering for workers at the site of the EIIP, or production and repair of small tools. Such employment is of course not more sustainable than working within the EIIP, but experience shows that it provides good opportunities for those persons that have poor chances to enter EIIPs as workers, for instance young people with disabilities.⁶ For them, too, EIIPs offer relatively stable markets over a predictable period of time.

6 See ILO: *The Work of Giants. Rebuilding Cambodia* op.cit.

Module 8

Social Protection

Social protection is a key element of decent work. Though it is unrealistic to provide for elaborate formal social protection mechanisms in the framework of projects operating in (post-) conflict settings, informal systems that have been successfully used in such environments have provided sufficient experience to be used in further economic reintegration projects.

The module provides guidance on the two complementary aspects of informal social protection: micro health insurance and occupational safety and health and good working conditions. These represent the protective and preventive sides of protection, which together address the same risks.

Remember that in all modules, but especially here, the project cannot go (much) further than the socio-economic context allows. The reality of the socio-economic environment determines the limits of the project. Some of the proposed services, even though informal, may simply be impossible to set up in the project area. If this is the case, implementing agencies have to rely on their best “common sense”.

Module 8.1

Micro health insurance

8.1 Micro health insurance

This module will:

- explain what micro-insurance is, how it functions, what risks are covered, and who are the providers of micro-insurance services;
- highlight the need to assess whether available micro-insurance schemes effectively cover the real risk management needs of the target group and are affordable to them;
- highlight the need to sensitize the target group on the protection of micro-insurance against their vulnerability to risks, especially health risks;
- provide guidance on how to implement and to monitor participation in micro-insurance schemes.



What to consider

Protection against health risks is an essential component of a reintegration project

Poor people are especially vulnerable to risks. The life of most poor people consists of trying to manage risks day after day. Traditionally, poor people rely on informal risk management strategies like assistance of family and friends, savings, or physical assets. Children and youth formerly associated with armed forces and groups and other war-affected children may lack all of these. Under such circumstances, the business of a young entrepreneur may be ruined overnight by a sudden health problem, his/her job may be lost, and the reintegration perspective may be jeopardized.

Providing some protection against common risks, especially health risks, is thus as essential as all other components of the economic reintegration project.

1. What is micro-insurance?

Micro-insurance is a risk-pooling method

Micro-insurance is “the protection of low-income people against specific perils in exchange for regular premium payments proportionate to the likelihood and cost of the risk involved”.¹ Contrary to traditional informal ways of protection against risks like those mentioned above, and contrary to other financial services like savings, micro-insurance, as with any insurance, is not an individual risk management strategy, but a risk-pooling method: “Those in the risk pool who do not suffer a loss during a particular period essentially pay for the losses experienced by others”.²

1 C. Churchill (ed): *Protecting the poor: A microinsurance compendium* (Geneva, Munich Re Foundation and CGAP, 2006), p.12. The presentation of micro-insurance is mainly based on this publication.

2 C. Churchill (ed): op.cit. *Principles and practices*, Part 1, p.14.

2. What risks are covered

Micro-health insurance should cover the health risks of the participant and his/her dependants

Micro-insurance may in theory cover any risk, but in practice, most micro-insurance schemes focus on death and health risks. By far the highest demand is for health risk cover.

While for the poor client, health risk coverage is what he needs most, for the micro-insurance provider, health risks are not easy risks to cover: as they concern frequent events with often low costs (contrary to death, that are low frequency/high cost events), the transaction costs are high, and consequently, premiums are relatively high and benefits relatively low, at least for providers operating on a purely commercial basis.

The individual economic reintegration project is not only put in jeopardy by health problems of the project participants themselves, but also by those of their dependants: wife/husband/companion and children. Micro-health insurance should therefore cover the health risks of the participants and their dependants.

Bear in mind that girls and young women participants, young men and children are exposed to different types of risks. Young women need coverage for pregnancy and maternity. Disabled participants may need regular medical check-ups, replacement of assistive devices, or even orthopaedic surgery, depending on the nature of their disability and their medical stability. Some disabilities also require treatment of induced health problems that should be covered. Participants or their dependants living with HIV have specific needs. It should therefore be taken into account that the same risks might affect each of them differently.

3. Who are the providers of micro-insurance?

There are different models for the provision of micro-insurance services, and it is important to look at the institutional set-up of providers when selecting a scheme.

- The most common model is a partnership between insurers and distribution agents such as financial cooperatives and microfinance institutions (MFIs). Insurance is a special business and requires the expertise of actuaries, which is generally not available at the level of the MFI. Sound management of a micro-insurance scheme is a very complex exercise, as the assets of the insurer have to assure the payment of future benefits, which are dependant on the probability of the occurrence of the insured events. In the case of such a partnership, “a formal insurance company offers a group insurance policy to an MFI which then extends insurance to individual or group clients. In this way, the company with the technical expertise keeps the risk, and the MFI is responsible for sales and service functions.”³
- Insurance companies may serve the low-income market directly.
- Health-care providers may offer a financing package and absorb the insurance risk.
- Community-based programmes may pool funds, carry risk and manage a relationship with a health-care provider (mutual health schemes).
- Micro-insurance schemes may be government, donor-sponsored or subsidized.
- Finally, providers may be self-insuring MFIs that assume the risk of offering insurance to their clients.⁴

³ See J. van Doorn and C. Churchill: *Microfinance against child labour-Technical Guidelines*, (Geneva, ILOSPF, 2004), p.32.

⁴ C. Churchill (ed): *op.cit.* p. 1.

Given the needs and limited payment capacities of the target group, systems supported by donors and/or governments are better suited than commercial insurance providers

Providers of micro-insurance for the poor have to find a difficult balance between several contradictory objectives: include a wide range of poor population groups and being sensitive to their needs; provide appropriate benefits; keep premiums low, given the limited payment capacities of the poor; and remain sustainable. Experience shows that mutual health insurance schemes are generally in a better position to meet the needs and concerns of poor people. Schemes that combine micro-insurance with other financial services to the poor, like loans, seem to be more viable than micro-insurance schemes alone. Evaluation of different micro-insurance experiences around the world, carried out by the World Bank's Consultative Group to Assist the Poor (CGAP)⁵, suggests that hybrid models, combining positive aspects of these different models, should increase viability of micro-insurance in the future. Given the needs and limited payment capacities of the project target group, systems that are donor- and/or government-supported will be better suited than commercial insurance providers. This is due to the fact that, in accordance with the underlying development objective, they aim to extend access to a wider population range and may be able to cover risks that are excluded from the services of the commercial insurance providers, since costs can be partly covered with the assistance of donors and governments.

4. Challenges for the project

Project participants may strongly resist micro-insurance

Project participants may strongly resist micro-insurance. As many other poor people, project participants may not trust that insurance providers will really pay benefits. They may consider that premiums are too high in relation to benefits. They may think they do not need protection, having survived so many risks. They may also simply not see why they should pay premiums for such "intangible" services that they might perhaps never claim. Acute poverty does not favour prospective thinking.

The challenge for the project is to provide adequate sensitization and education of the target group.

Insurance schemes may not be adequate to the needs and payment capacities of the target group or may not be willing to consider the target group as a client

On the other hand, insurance schemes may indeed not be adequate to the needs, concerns and payment capacities of the target group. Insurance providers may be unfamiliar with the needs and concerns of the poor, or may consider that the poor are not profitable clients because of the high transaction costs. So, real risks as felt by the poor may not be covered, or not sufficiently covered. Premiums may be unaffordable. Mistrust may not be a simple prejudice, especially in post-conflict settings, given the difficult problem of (political) supervision of micro-insurance providers as well as the problem of the increase in the number of semi-formal or informal providers.

Here, the challenge for the project is to: carefully assess available micro health insurance providers; examine the trustworthiness of the provider; examine whether the insurance scheme effectively covers the different needs of young men, children, young women, disabled participants, and dependants; and choose the scheme that will be best adapted to these needs.⁶

⁵ Ibid.

⁶ The ILO Strategies and Tools against Exclusion and Poverty (STEP) Programme has developed a large experience as well as tools on cooperative health micro-insurance schemes. The STEP publication, *Health Microinsurance: A Compendium* provides key information on 130 health micro-insurance systems from 26 countries and three continents.



What to do, how to do it?



Step 1: Sensitizing project participants

- **Sensitize project participants on their vulnerability to risks**, especially health risks, in the absence of informal social protection through assistance of family, community support, savings, etc., and the need to protect themselves, their dependants, and their business/job. Explain that health problems may ruin all the reintegration efforts they are making. Present the option of micro-insurance (which requires that identification and assessment of available providers has or is being undertaken at the same time or before). Explain what micro-insurance is and how it works. Present examples. There will probably be a strong prejudice against insurance (see above). Such sensitization is part of life skills training and education on how to behave in a responsible manner.
- Explain that the project will carefully assess micro-insurance providers to **diminish mistrust**. Explain also that **the project is going to pay premiums for an initial period** from project resources for all project participants, as initially, they will have no capacity to pay, in order to demonstrate during that initial period the benefits of participation in a micro-insurance scheme, but that after that period, they will have to pay premiums out of their earnings for continued participation in the scheme.
- Sensitization should be carried out in the **early stages** of the project (beginning of the vocational training phase) so that participation in a selected micro-insurance scheme can start as early as possible, covering the training phase itself.
- Micro health insurance sensitization should also be a component of financial education and of sensitization on good working conditions and occupational safety and health. The **mutual reinforcement** of good working conditions and occupational safety and health on the one hand and protection through micro-insurance should be highlighted.



Step 2: Identifying needs

- Assist project participants to determine and formulate their needs and concerns in relation to health risks. Note that such **needs are different** for children, young men and young women; that disabled participants or participants living with HIV or family members living with HIV or AIDS may have specific needs; that needs differ according to the number of dependants; and that the same risk may affect each of them differently.
- **Identify other risks** that might need to be covered, for instance security and/or death. However, health should remain the main risk covered.
- Check information provided by the **individual beneficiaries' profiles** to determine availability or absence of other, informal social protection for each participant (i.e. living in their home community, with their family of origin, physical assets like land or housing), or specific needs (disability, isolation, family members living with HIV or AIDS, husband/wife/companion, number of own children, etc.).
- Find out what **premiums** participants would be willing to pay for what benefits.



Step 3: Identifying and selecting providers of micro health insurance services

- **Assess available micro-insurance schemes in relation to the needs and the payment capacities of the project participants.** Payment capacities of the project participants are more or less “virtual” at this stage, but should be estimated. The amount of premiums for the initial period has to be balanced with project resources that have been earmarked for that purpose, but the “affordability” for project participants after the initial period should be determining. **Ask the following questions:**
 - Is the insurance which is offered relevant to the target group, i.e. do the insured events cover the main health (or eventually other) risks?
 - Does it cover specific needs of girls and young women (e.g. pregnancy, maternity)?
 - Does it cover specific needs of disabled participants?
 - Does it cover disability risks, i.e. the risk of permanent incapacity to earn a living?
 - Does it cover dependents?
 - Does it cover HIV and AIDS care?
 - Are the premiums affordable by the target group, once the period covered by the project has come to an end?
 - Are the amounts of benefits appropriate, i.e. do benefits cover effectively an important part of the expenses?
- As described above in the introductory section, **micro-insurance schemes vary widely** depending on the institutional set-up of the provider. The important difference in the perspective of the reintegration project will be between providers operating in a purely commercial private sector perspective and those supplemented by donors and/or government with a social protection oriented approach. In most schemes of the first category, premiums are necessarily relatively high, benefits relatively low, and coverage often not adapted to the real needs of poor people, since managing policies with very small amounts implies high costs. Furthermore, experience shows that **systems based on mutuality**, like financial cooperatives, are more likely to target real needs of poor people. It is therefore important to consider the institutional set-up of the provider. **Ask the following questions:**
 - Is the provider a private sector business operating in a commercial perspective or is it supported by donors or government in a social protection perspective?
 - Is it a MFI that combines micro-insurance with other financial services, like savings or loans? Is the MFI a suitable partner for the project’s micro-finance component so that access to financial services and micro-insurance can be managed by the same institution?
 - Is the provider a community-based programme offering a mutual health scheme?
 - Has the provider a sufficiently long experience in managing micro-insurance schemes?
- Before selecting a micro-insurance provider, examine whether micro-insurance as offered by the most appropriate provider is really the **adequate option** for your project. Micro-insurance should not be taken a priori as the most appropriate option to provide or increase social protection to project participants. Before selecting a micro-insurance scheme, examine whether other accessible forms, like (future expected) savings, access to emergency loans or individual informal options may be better adapted to the needs and concerns of the project participants.

- If you decide, together with the project participants, to adopt the micro-insurance option, **select the most suitable micro-insurance provider**.
- Acceptance of your target group by the selected micro-insurance provider may not be taken for granted. **Plead the cause** of your target group.



Step 4: Implementation and monitoring of micro health insurance

- As indicated above, it is proposed that the **project pays the premiums for an initial period out of project resources**. This is confirmed by good practice experience from reintegration projects⁷ and based on the following arguments:
 - Micro health insurance should be made available to all project participants, those in vocational training, formal and informal apprenticeship and those starting their business, but none of them will have the capacity to pay premiums during this project phase.
 - In spite of sensitization, project participants may not be convinced of the advantages of micro-insurance for the reasons indicated above. The project, therefore, should demonstrate the advantage of micro-insurance through practical experience. Having seen the benefits of such a system (either in their own case, or in the case of other project participants), and having seen the damage absence of risk protection may have caused to other small-scale entrepreneurs or workers, project participants will be motivated to pay insurance premiums after the end of this period. Project experience shows that such a service has been most valued by participants.
- The proposed strategy requires that **sufficient project resources be earmarked** for initial payment of premiums in the project planning phase.
- In cases where **micro-insurance and other financial services are being provided by the same institution**, as an MFI, such services may in some cases be linked, for instance by introducing an obligatory supplementary amount into loan repayments to cover insurance premiums, or by introducing the amount of the insurance premium into the obligatory savings component.

However, micro-insurance services are different in nature from the financial services and should be handled separately from the savings and credit accounts for the following reasons:

- Micro-insurance contracts are individual contracts, as risks are individual risks. Solidarity group or cooperative savings accounts are therefore inadequate for micro-insurance.
- Micro-insurance usually covers the client of the MFI and his/her dependents.
- While savings and credit accounts are only suitable for those project participants in employment (self-employment or wage-employment), i.e. with savings or credit capacity, micro-insurance should cover all project beneficiaries, and as early as possible, i.e. even during training/apprenticeship.
- It is therefore evident that micro-insurance cannot be treated as other financial services, and may even be completely separated from them.

⁷ The strategy had for instance been successfully applied in the ILO-IPEC project Prevention of recruitment and reintegration of children affected by armed conflict. Burundi and Democratic Republic of Congo. 2007-2009.

- **Monitoring of participants in employment** (self-employment, cooperatives, and wage-employment) during the initial period paid through project resources should include preparing the young persons for continued voluntary participation in the insurance scheme. Such monitoring should include checking whether profits or salaries are sufficient (or becoming sufficient) to cover premiums, and to remind the young persons to include such costs in their plans, including savings, and to monitor the smooth transition from project payment to payment made by participants. After all, project participants may not be willing to pay themselves for micro health insurance, and there is not much the project can do about it. If, after the initial period, project participants are willing but do not have the capacity to pay for their premium, their whole economic project (small-scale business or job) obviously needs reconsideration and reorientation.
- **Apprentices** in informal apprenticeship will need special consideration. As the duration of most informal apprenticeships exceeds the period set for initial payment of premiums by the project, and as most apprentices are not paid, you might consider requiring the master craftsperson to take over payment of premiums after the initial period, offering compensation through the incentives provided (see Modules 4.1 and 4.3), or, for instance, setting a certain reasonable period of time the apprentice will have to work for the master craftsperson after the end of the apprenticeship. Traditional apprenticeships have developed many informal ways to manage such arrangements between apprentice and master craftsperson, and the chosen arrangement should be in line with such local customs. In any case, the arrangement should be clearly stated in the apprenticeship contract.
- The **continued relevance of the micro-insurance scheme should be assessed** at the end of the initial period and monitored at regular intervals afterwards, especially in comparison with the offer of other providers in the area.
- Try to ensure the continued participation after the initial period of particularly **vulnerable project participants**, like those affected or infected by HIV, or participants with disabilities, by exploring, if necessary, other resources (e.g. technical cooperation projects in the health sector, subsidies, etc.).
- Micro health insurance schemes for participants with disabilities should cover **specific health risks linked to the disability**, e.g. need for regular check-ups, replacement of assistive devices, orthopaedic surgery. Some disabilities also require treatment of induced health problems that should be covered. Moreover, micro health insurance schemes for all participants (and dependants) should cover disability risks, i.e. the risk of incapacity (or reduced capacity) to earn a living.
- It is clear that even under ordinary conditions, it is rare to find health insurance schemes in poor-income countries that cover such risks. Implementing agencies should make every effort to get access of the target group to such services, but **may fail**. As indicated in the introduction to this module, it should be remembered that economic reintegration services will not be able to go (much) further than the general socio-economic context allows them to.

Module 8.2

***Occupational safety and
health and other working
conditions***

8.2 Occupational safety and health and other working conditions

This module will:

- highlight the particular vulnerability of young persons to occupational safety and health risks and their need for special attention;
- define hazardous work for children under the age of 18;
- provide information on relevant international conventions;
- provide guidance on what to do to keep young persons safe and healthy on the job, including identification of hazards, assessment and elimination/reduction of risks, and guidance;
- highlight the importance of training and sensitization of all operational partners of the project and their role in ensuring safe and healthy working conditions for the project participants.



What to consider?

1. Young workers need special attention

Young workers are at special risk and need to be protected from tasks and work environments that are harmful to their health, safety and morals

All workers need to be protected from occupational safety and health (OSH) hazards and poor working conditions; however, this is particularly important for young workers because they are at special risk. They are still growing, their bodies (organs, bones, muscles) are not yet fully developed; their minds and emotions are also still maturing. Lifting heavy weights, working for long hours or under stress, working in awkward positions can create permanent damage. Young workers are more sensitive to certain chemicals, toxic fumes, or noise than adults. They are less experienced, less conscious of danger and may be more prone to take risks. In the case of young people, who have been exposed to extreme violence, either as victims or as perpetrators, workplace pressure and stress can have a particularly strong negative impact.

For all these reasons, young workers need special attention and protection. They need to be protected from tasks and work environments that are harmful to their health, safety and morals. They also need guidance, information and training. Our action must not place children rescued from one worst form of child labour (forcible use in armed conflict) into another (hazardous work).

Ensuring a safe and healthy work environment is central to the success of any economic reintegration project. Illness, injuries, or psychosocial strain will jeopardize it. Appropriate wages or earnings for young workers are pivotal to safe and healthy work by reducing the pressure to work ever longer, be it in self-employment, wage-employment or in apprenticeship, and should be addressed alongside other working conditions as a key element of the reintegration strategy. A safe and healthy work environment not only preserves the health and well-being of the young person and his or her family, but it also helps to increase the productivity of the enterprise.

2. What is hazardous work for children?

Work which, by its nature or by the circumstances under which it is carried out, is likely to harm the health, safety or morals of children

Hazards are defined as the potential to cause harm. Hazards (dangers) can include machinery, tools, transport, processes, or substances (e.g. chemicals, dust, disease agents) but hazards can also include noise, vibrations, fast-paced work, intimidation, and sexual harassment. ILO Convention No. 182 defines hazardous work as “work which, by its nature or by the circumstances under which it is carried out, is likely to harm the health, safety or morals of children”⁸. Recommendation 190 which accompanies Convention No.182 provides added detail. Here are some conditions to be aware of:

- Work on high structures (roofs, trees, walls) or on equipment where they might fall (ladders, scaffolding, steep slopes).
- Work under ground (caves, tunnels, pits).
- Work in or under water (diving, standing in water or on damp ground for more than a few minutes).
- Work in small spaces (tunnels, boxes, refrigerators).
- Work alone away from others, or isolated from other young people.
- Lifting heavy items or carrying smaller loads for long distances.
- Operating or working close to heavy or dangerous machinery which could include equipment that cuts and crushes, that is motorized or powered by an engine, or machines that can trap the hand, foot, hair or a garment.
- Work for long hours or at night.
- Work with toxic chemicals or work close to where they are being used.
- Work in places where there is risk of attack going to and from work.
- Work demanding heavy responsibility for others’ safety and goods.⁹

3. What work is legally excluded from the project’s employment options?

Some types of work are automatically excluded for all persons under the age of 18 years and cannot be undertaken under any circumstances. These are:

- all forms of slavery and forced labour, including work to pay off a debt;
- all forms of sexual exploitation (pornography, prostitution);
- all forms of criminal exploitation (sale or production of drugs, for example)¹⁰.

Other work must be automatically excluded if national law has designated it as hazardous for young people.¹¹ These types of work are usually listed in the labour law or in child protection law¹². If a type of work or work environment (e.g. work in bars or mines) is prohibited to young people by the law, then the project must not allow its beneficiaries to take up this type of work either in their own businesses or employed by others.¹³

8 Article 3(d).

9 See ILO: *Working with Youth. Tips for small business owners*, Geneva, 2008, p.4. See also the elements for national listing of hazardous work in R190, Paragraph 3.

10 C.182, Article 3(a, b, c).

11 C.182, Article 4.

12 See the lists of prohibited types of work from over 100 countries in ILO: *Steps to Eliminating Hazardous Child Labour*, Geneva, 2005.

13 Exceptionally, such employment or work may be authorized “as from the age of 16 on condition that the health, safety and morals of the children concerned are fully protected, and that the children have received adequate specific instruction or vocational training in the relevant branch of activity.”(R190, Article 4). However, this is not encouraged as it is extremely difficult to monitor.

4. What work is acceptable for young people?

The results of a risk assessment exercise will determine whether a type of work is acceptable for a young person

All work contains some risk, especially for young workers who are new to the workplace. The risk may be due to the nature of the work, to the place where it is carried out, the way it is carried out, or to the inexperience of the young worker.

A “risk assessment” is helpful in deciding whether a type of work is acceptable for a young person to do. Risk assessment generally involves three steps:

1. Identifying all the hazards in the job or the working environment, both physical and psychological.
2. Evaluating the seriousness of the risk to a young person of each of these hazards.
3. Evaluating the likelihood that harm will come to a young person as a result of each of these hazards.

Risk assessments of work in the informal economy or in rural areas can be carried out by an ordinary person because it is often a question of common sense. However, it is helpful to have identified someone with specialized health knowledge to call on in case there are questions.



See Tool 1: Farm health and safety risk assessment form; it presents a health and safety risk assessment form for agricultural enterprises, which is, together with the construction sector, one of the sectors with the highest employment potential in post-conflict settings (see Module 2 on Local economic and social assessment), but also one of the most hazardous sectors. The form can easily be adapted to other sectors.

5. How can risks to young people be reduced?

If the risk cannot be reduced to an acceptable level, that particular (self-) employment option should not be offered to children

The procedure which is generally recommended for reducing risks consists of the following steps. They have been modified for use with young people. The steps must be followed in the order given.

Step 1: Eliminate the risk. For example, if the hazard is a toxic pesticide, the risk can be eliminated by using organic farming methods instead. If the risk comes from walking home from work through a dangerous area, it can be eliminated by arranging transport.

Step 2: Substitute a less hazardous task or substance. For example, instead of a young worker using the cutting machine, have the cutting done by an adult. If hazardous chemicals are being used in the workshop (e.g. solvents, paints), arrange for the young worker to work outside.

Step 3: Employ technology to reduce the risk. For example, soundproof a noisy machine, provide a wheelbarrow or hand cart for the young person to use when carrying heavy loads.

A rule of thumb: if the work requires medical tests to check for invisible health damage or if special personal protective equipment is considered necessary (e.g. hard hat, dust mask, chemical-resistant gloves) then it is probably too dangerous for a young person under the age of 18. There is a practical reason as well. Protective equipment often does not fit young people properly and they tend to avoid using it. For young people, therefore, the use of protective equipment does not make the work acceptably safe.

If the risk linked to a work environment or task cannot be reduced to an acceptable level, that particular (self-) employment option should not be offered to children under the age of 18.

6. What are acceptable working conditions for young workers?

Working conditions are regulated by national legislation

Working conditions are very important for young workers as these influence their safety behaviour and stress levels. Working conditions are often regulated by national legislation. They include:

- hours of work, (e.g. overtime, adequate breaks during the day and during the week);
- night work;
- contracts;
- policies and procedures for avoiding conflict, stress, harassment and violence;
- travelling to and from work;
- training, guidance and information;
- communication in the enterprise;
- in time payment of salaries;
- sick leave;
- maternity leave, and child care facilities.

Where wage employment and apprenticeships are concerned, such working conditions should be clearly defined in the work and apprenticeship contracts and be monitored on an ongoing basis.

Again, good working conditions for young workers are an asset to the enterprise, resulting in lower rates of illness, good work attitude and work habits, as well as greater productivity.

7. How can sensitization and training be used to reduce risk?

Young workers should have clear instructions, be trained and supervised

For young people, risk is heightened by: their lack of experience in the production process or with tools and other products (e.g. chemicals); the urgency of earning some money; pressures to deliver well and on time; their readiness to take risks; peer pressure to accept poor working conditions (e.g. for long hours or at night).

This risk can be offset to some degree by providing good training and supervision. Young workers should have clear instructions – written down if necessary – on how to carry out all their tasks in a safe manner. If hazardous tasks are involved, the young workers must be continuously supervised by an experienced adult while they are doing these tasks.

For young people in wage employment, guidance at the workplace can be provided by an experienced worker attached as supervisor to the new young worker. For those in an apprenticeship, it is the job of the master craftsperson to provide the guidance necessary at all stages. In self-employment or cooperatives, an arrangement must be made so that the young workers do

All project partners need training and information on OSH

not find themselves alone confronted with a work environment that is new to them, without someone around to tell them what and how to do and what not to do to stay safe and healthy. Options in this case include: mentorships by well-established entrepreneurs operating in the same or similar branch, frequent follow-up by a small business development agency, or support from the implementing agency (see Module 6) during installation and consolidation that includes guidance on safety and health and other working conditions.

In order to be able to provide such guidance, all project partners - business development agencies, master craftspersons, employers, and the implementing agency itself - need training and information on occupational safety and health, particularly as concerns young people.

Collaborators in the training and sensitization process may be the public or private agencies mentioned above, individual employers or workers that are convinced of or have experienced the advantages of a safe and healthy work environment (or have experienced the damages hazards may cause).

In post-conflict environments, young people may be more ready, or easily forced, to accept hazardous work. Even under normal conditions, safety and health risks, especially in the informal economy and in agriculture, are often neglected because people think the cost of OSH measures are too high or not worth the effort involved. But ILO experience shows that much improvement can be achieved easily with relatively small costs. In some cases, people may not be aware of risks¹⁴, as the damage is often only visible over time. This is particularly true in the case of young people where the effects of lifting heavy burdens or using toxic chemicals may not show up until many years later. Moreover, risk is a probability concept; the accident is never certain for anybody, and young people especially are ready to take the risk, even if they know about the consequences. Acute poverty does not favour prospective thinking, nor does close experience with life and death situations. Therefore, the first and main task of any agency implementing an economic reintegration project for conflict-affected children is to sensitize, train, and inform the target group and all stakeholders about the reality of health and safety risks, about the measures to eliminate or reduce such risks, and about the benefits of good working conditions within a safe and healthy work environment.

¹⁴ In one reintegration project for girls formerly associated with armed forces and groups, a field visit discovered girls of a soap-making association working protected by the masks the project had provided to them, carrying their babies on the back – without masks. Clearly, masks were considered as something imposed by the project, and the sense of the measure was not internalized by the girls.



What to do, how to do it?

1. Get assistance

- Start by identifying a **local resource person with health knowledge** to provide back-up support and guidance when necessary. The best would be someone with expertise in occupational health and safety. Alternatives:

- Health care workers (doctors, nurses)
- Labour inspectors
- Agricultural extension workers
- The health and safety representative in a workers' organization
- Health and Safety Committees in formal sector enterprises

Often workers' organizations, farmers' associations or cooperatives have someone with experience in occupational health and safety as well. See if there are rural health projects or development programmes in the area which may have done studies on risks to health.

Experience, however, indicates that knowledge and material means of intervention are generally rather limited, especially in post-conflict situations.

- **Explore expertise on OSH** that may be available in the framework of a comprehensive local recovery/development programme, if such a programme exists in your project area. Consult the results of the institutional mapping exercise (yours or those that may have been done by comprehensive local recovery or development programmes¹⁵).

2. Know the law

- Inform yourself on **national laws and local ordinances** concerning the following:

- lists of work prohibited for children under 18 years;
- occupational health;
- wages and working time, especially concerning workers under 18 years;
- women in the workplace.

3. Sensitize partners

- **Motivate all stakeholders to improve health and safety conditions at the workplace.** This can be done by creating awareness of the problem through:
- pictures of hazardous work and undesirable working conditions;
 - documentation of workplace injuries and illnesses;
 - lists of the benefits such improvements will have on workers' satisfaction and on the productivity, reputation and profits of the enterprise.

¹⁵ See Module 2 on Local social and economic assessment.

4. Provide training

- Ensure that all those directly supervising young workers and the young workers themselves are trained on basic occupational safety and health, workers' rights and working conditions. **Training** should include:
 - the elements of good working conditions;
 - identification of safety and health hazards (checklists of typical hazards for jobs that are likely to be undertaken by the target group);
 - protective measures to eliminate or reduce risks, risk assessment methodology (study of examples);
 - relevant national legislation, international conventions;
 - what to do in case of an accident (first aid, contacts of medical personnel);
 - medical follow-up of workers and self-employed; information on available (micro) health insurance schemes.

Instructions and guidance can be found on the elimination of safety and health hazards for all workers in several relevant conventions, especially the Convention concerning Safety and Health in Agriculture, 2001 (No. 184) and Recommendation (No. 192).

5. Identify acceptable and unacceptable work options

- **Prepare a list of types of work** that young people might wish to engage in. Refine the list through the following process:
 - Remove from consideration any work that is prohibited under Convention No. 182 (forced, sexual, criminal, or hazardous).
 - Conduct a "Risk Assessment" of potential work opportunities.
 - Identify how remaining risks can be managed so that the risk is reduced to acceptable levels.

6. Ensure safe and healthy working conditions

- Make provision of good working conditions and elimination/reduction of health and safety risks (or the willingness to do so) a **selection criterion** for entrepreneurs and master craftspersons to participate in the project or receive incentives for the employment (apprenticeship) of a young person from the project. These should include:
 - a written work contract, including: name, age, address, place of work, description of the job(s) to be done, start date and duration (or end-date, if time-limited), days per week and hours of work per day, remuneration and when it will be paid, benefits, and obligations;¹⁶
 - a policy against harassment and other forms of psycho-social violence;
 - a policy on hours of work, (ask trainees about the number of hours of outside work, such as child care, they may also be engaged in), night work, sick leave, maternity;
 - appropriate and clean facilities for child-care, eating, resting and toilets;
 - registration with social security agencies (if available), first aid kit and procedures for medical emergencies and follow-up;
 - an assigned supervisor or mentor for each young worker;

¹⁶ See also Module 6.

- regular monitoring and follow-up of project participants which should include checking on working conditions, as defined in the work contract, and the type of work being done.



See Tool 2: Action Checklist; it allows to review whether the workshop is in compliance with legal requirements as well as youth friendly.



See Tool 3: Checklists for control of occupational safety and health conditions in small scale enterprises¹⁷.

7. Pay attention to especially vulnerable workers

Girls and young women may have specific needs concerning working conditions, for instance those linked to pregnancy or childcare or personal safety.

➤ Include in all employment contracts:

- Adjustment of working conditions (working hours, night work, work posture, organization of work process, toxic substances, etc.) which take into account their specific constraints.
- Prohibition of dismissal due to pregnancy.
- Maternity leave and maternity benefits.
- Right to return to work after interruptions devoted to child bearing and raising.
- Right to breastfeed young babies during working time breaks, and a space where this can be done.
- Identification of the specific hazards of a given training and work environment (workplace, tools) for girls and young women.
- Evaluation of the risks the identified hazards present for girls and young women (for instance pregnant women, women bringing their babies to the workplace, etc.), and elimination of the risks from the training and work environment, or, if complete elimination is impossible, measures to reduce the risks, for instance through simple technical accommodations, protective equipment, etc.

➤ Monitor respect of these clauses through regular visits. If necessary, require assistance from local employment services, labour inspectors and those with some competency and experience, such as women's associations. This should be done during the installation of small-scale businesses and at regular intervals during consolidation of the businesses.

Participants with disabilities: To fully participate, they may need adjustments of the working conditions or the work environment according to their specific needs. They also face specific risks in the training and work environments of the project, linked to their type and degree of disability. However, it should be noted that in formal work-settings in industrialized countries, people with disabilities actually have fewer accidents than non-disabled persons. Further, accommodations such as wide aisles for wheelchair users or unblocked passageways for blind people often reduce the accident rate for all. The risks in post-conflict work settings, where occupational health and safety precautions are not well developed may pose some specific risks depending on the nature of the work and the person's disability. The two factors, the disability and the environment must be considered.

➤ Ensure risk assessments are carried out in relation to the specific disability of the participant; this applies to wage employment/apprenticeships as well as to (self-) employment.

➤ Include in all training and employment contracts for project participants with a disability:

- Risk assessment and suitable safety and health measures in relation to the disability of the employee/apprentice.

¹⁷ Two key training programmes on occupational safety and health, WIND for agriculture, and WISE for small enterprises, have been conducted by ILO in many countries all over the world. The package, or parts of it, may also be used as training or sensitization material. Note that WISE, known as "Higher Productivity and a Better Place to Work", combines occupational safety and health concerns with concern for improvement of productivity, and may be used in training on small-scale enterprise management for self-employed young workers as well as for training of employers. Tool 3 is extracted from WISE.

- Adjustment of working conditions (working hours, work posture, organization of work process, etc.) according to the specific needs of the participant with a disability and with his or her specific involvement.
 - Consultation with agency/ies competent in the field of disability and/or ergonomics, e.g. DPOs.
 - Medical follow-up of the disabled worker, if required by his/her disability.
- **Monitor** respect of these clauses through regular visits, if possible in company of an agency specialized in the field of disability, e.g. a DPO.¹⁸
- When carrying out risk assessments for individual small-scale entrepreneurs or cooperatives, **consider specific risks for self-employed disabled participants** (workplace, tools, and use of substances) and elimination or reduction of such safety and health risks. Encourage participation of disabled persons' organizations and other partners with some competency and experience in the field. This should be done during installation of small-scale businesses and at regular intervals during consolidation of the businesses.

For more detailed information and guidance on specific needs of disabled participants in wage-employment, apprenticeship, individual self-employment and cooperatives, see Module 10.2 and relevant technical modules.

¹⁸ Consult the *ILO Code of practice: Managing disability in the workplace*, Geneva 2002, and other documents on inclusion of persons with disabilities on the website of the ILO Skills and employability department, <http://www.ilo.org/skills/what/projects/lang—en/index.htm>



Tools (see full text in CD-ROM)

1. Farm health and safety risk assessment form
2. Action Checklist
3. Checklists for control of occupational safety and health conditions in small scale enterprises

Tool 1. Farm health and safety risk assessment form¹

Farm health and safety risk assessment form			
Name of the employer and farm address			
CROP + WORK ACTIVITY/ WORKPLACE BEING ASSESSED	STEP 1 IDENTIFY THE MAIN WORK HAZARDS + likely INJURIES or HEALTH PROBLEMS for each hazard	STEP 2 IDENTIFY THE WORKERS MOST AT RISK (for each hazard)	STEP 3 RISK REDUCTION MEASURES TO BE PUT INTO PLACE/OPERATION BY THE EMPLOYER For each hazard use, the risk reduction measures identified should be put into place/operation by the employer in the following order
	List the main hazard(s), i.e., dangers for each work activity or workplace + Likely safety or health problems resulting from the work activity/workplace	Adult female workers Adult male workers Young female workers Young male workers	Measure 1. Elimination of risk Measure 2. Substitution Measure 3. Use of equipment, tools, technology Measure 4. Work organisation and procedures, instructions, supervision, training, and information Measure 5. Health/medical testing and surveillance Measure 6. Personal protective equipment (in so far as the risk remains)
Activity/Workplace 1.			
2.			
Signed by: the employer, or the employer's representative and that person's job title: Name (in capital letters) of the employer, or the employer's representative and that person's job title: Date – day, month, year Place: add Address and LOCATION OF THE WORKPLACE(S), or DETAILS OF THE WORK ACTIVITY, ASSESSED			

*Note: It may **not** be necessary to use all the risk reduction measures to control a particular hazard. If, for example, the employer's risk assessment has concluded that it is possible to totally eliminate the risk to the workers, then other risk reduction measures will obviously **not** be needed. So the employer will **not** need to carry out the rest of the risk assessment for this particular hazard as the health and safety problem has been solved.*

¹ Source: ILO-IPEC, *Training resource pack on the elimination of hazardous child labour in agriculture*. Book 1. A trainer's guide, revised edition 2008, pp. 59-64.



Table 1: An example of farm health and safety risk assessment

FARM HEALTH AND SAFETY RISK ASSESSMENT FORM
NAME OF THE EMPLOYER & FARM ADDRESS Ms Takaru, Valley Farm [LOCATION]
CROP & WORKPLACE OR WORK ACTIVITY BEING ASSESSED Cotton: Spraying a chemical insecticide (a category of pesticide) which is classified as “highly toxic” under national pesticide regulations.
STEP 1: IDENTIFY THE MAIN HAZARDS The employers’ risk assessment identifies the main hazard as the risk of pesticide poisoning, as a highly toxic insecticide is being used, for: a) Spray team operators applying in the insecticide + b) Field gang workers from: ■ Spray drift contamination if working too near the crop spraying and/or ■ Handling or brushing against wet, insecticide-sprayed cotton vegetation if they go back into treated fields too soon
STEP 2: IDENTIFY WORKERS MOST AT RISK (for EACH hazard) a) The three person spray team – all adult males – are the workers who have the highest risk of being poisoned as they are directly handling and spraying the insecticide, and cleaning spray equipment. b) Field gang – usually comprising 15 adult female and male workers – are the second group most at risk of pesticide poisoning from: (i) insecticide spray drift if working in the fields too close to where the insecticide is being sprayed and/or (ii) handling or coming into contact with insecticide-treated crop vegetation in sprayed fields if the pesticide manufacturer’s recommended re-entry period for the insecticide is not followed.
STEP 3: RISK REDUCTION MEASURES TO BE PUT IN PLACE BY THE EMPLOYER For each hazard, the risk reduction measures are to be put into place/operation by the employer in the following order: To reduce the risks of pesticide poisoning for both the spray operator team and field worker gang, the farm employer’s risk assessment has decided that she [Ms Takatlu], must ensure that the following health and safety measures are put into place/operation: Measure 1. Elimination of risk The employer’s risk assessment starts by considering whether it is possible to totally eliminate any danger in this instance by not using chemical control methods. However, the employer’s risk assessment concludes that the chemical insecticide has to be used as there are no adequate, non-chemical measures available to adequately control the cotton insect pest. <i>So in this instance, total elimination of risk is not possible</i> , and so the employer’s risk assessment moves on to consider the next risk reduction measure. Measure 2. Substitution The employer’s risk assessment next considers the possibility of substituting use of the highly toxic insecticide by a less toxic insecticide. However, the employer’s risk assessment concludes the highly toxic insecticide will have to be used as it is the most effective one for dealing with the particular cotton pest problem. So the employer’s risk assessment moves on to consider the next risk reduction measure, Use of equipment etc.

Measure 3. Use of equipment, tools, technology

The employer's risk assessment next considers the possibility of substituting use of the highly toxic insecticide by a less toxic insecticide. However, the employer's risk assessment concludes the highly toxic insecticide will have to be used as it is the most effective one for dealing with the particular cotton pest problem. So the employer's risk assessment moves on to consider the next risk reduction measure, Work organisation etc.

Measure 4. Work organisation, instructions, supervisions, training, and information

There are whole series of practical, **organisational, information, training measures** and **official instructions** that the employer will put into place based on the risk assessment, **before** spraying takes place:

training and information

4.1 The employer's risk assessment states that the **spray team is professionally trained** (including regular refresher training) and has been provided with the following **information (in the local language)** on both correct use of the pesticide and health and safety measures:

- (i) the (government-approved) pesticide label on the spray container;
- (ii) the pesticide manufacturer's health and safety data sheet for the insecticide being sprayed (provided for free to the employer or his/her representative by the pesticide distributor when delivering the insecticide to the farm)

4.2 The spray team is provided with, and is trained in use of, first aid equipment. Plus water is available to use in case of pesticide contamination of skin or eyes. Adequate washing facilities are also available in the main farm building so the operators can clean up properly after spraying

workplace organisation

4.3 Both the **farm manager** and the **spray team supervisor** (one of the 3 persons doing the spraying) will ensure on a day to day basis that the supervisor of the field gang is informed (i) which field(s) is/are to be sprayed; and (ii) the length of time which must pass (re-entry interval) before workers can work again in the sprayed.

4.4 The **field gang supervisor will then inform the field gang workers of where the spraying will take place on the given day** and ensure: (i) that the field gang workers are working in fields at a safe distance away from the spraying; and (ii) that the workers do not start working in pesticide-treated fields until it is safe to do so.

4.5 Both the **field supervisor and field gang** have been **given training on pesticides health and safety** as part of general health and safety training.

4.6 The **spray gang** is under clear instruction from the employer/management to **IMMEDIATELY stop spraying** if they suddenly find they are working too close to the field gang workers, or if an unexpected change of wind direction means that the workers are suddenly in danger of being contaminated by spray drift. *The employer/management has also informed the field gang workers their supervisor of this instruction.*

4.7 The **field gang supervisor** is under clear instruction from the employer/management to **IMMEDIATELY remove the field workers away from danger** if she/he unexpectedly finds they are working too close to the spray team or contamination from spray drift suddenly occurs due to an unexpected change in wind direction. *The employer/management has also informed the field gang workers their supervisor of this instruction.*

So having ensured that the insecticide spraying is being carried efficiently and safely, the employer's risk assessment moves on to consider the next risk reduction measure.

Measure 5. Medical/health control measures

In taking advice from the pesticide supplier's representative and government agricultural extension officer, the employer's risk assessment has concluded that in respect of use of this particular insecticide, there are *no* preventive health tests which can be used. So in this instance the employer's risk assessment has concluded that there are no suitable tests to detect early signs of pesticide poisoning.

However, the employer has ensured that, in addition to the spray team, the field gang workers have **first aid equipment** available, and field gang workers trained in its use, and **water**, in case of skin or eye contamination.



Measure 6. Personal protective equipment

Finally, in so far as the risk remains, the employer's risk assessment determines what personal protective equipment (PPE) should be provided and used to boost the levels of worker protection provided by the other risk reduction measures listed above:

6.1 Spray team workers

The employer's risk assessment concludes that the spray team operators, as they are the group most at risk of pesticide poisoning, *will need to wear or use the following personal protective equipment*. The information on which PPE should be used was obtained by the employer by reading both the insecticide label, and the pesticide manufacturer's health and safety data sheet which she obtained from her pesticide supplier and the following personal protective equipment.

PPE to be worn or used:

- a protective coverall; rubber gloves coming above the wrist of the coverall; rubber boots;
- half-mask chemical respirator, fitted with charcoal filters, when mixing and spraying the pesticide, and rinsing and washing out empty containers and cleaning spray equipment;
- safety goggles when mixing or spraying the insecticide, or cleaning the knapsack sprayers or washing out empty containers.

6.2 Field workers

The employer's risk assessment has concluded that **no extra** personal protective equipment for field gang is required to protect them from the insecticide spraying (the workers are provided with overalls, gloves and boots are provided as standard work items). The employer's decision that no more extra PPE is based on the assessment that risk reduction measures 3 and 4 above will ensure that the field gang workers are protected being kept at a safe distance from the spray operations, and not handling, or coming into contact with, wet insecticide-sprayed cotton vegetation by observing re-entry intervals. In these circumstances, extra PPE would not increase levels of health and safety protection for the field gang workers.

Signed by: *Ms Takaru*, or the employer's representative, including that person's job title

Name (in capital letters) of the employer or the employer's representative including that person's job title

Date – day, month, year

Place: add Address and LOCATION OF THE WORKPLACE(S), or DETAILS OF THE WORK ACTIVITY, ASSESSED

Tool 2. Action checklist²

ACTION CHECKLIST

The action checklist is a handy way to review whether your workshop is in compliance with legal requirements as well as ‘youth-friendly’. Letting your young workers help complete this checklist is an excellent idea!

Here is how to use it

1. Do a workplace inspection at least every six months.
2. Walk through the workshop and assess whether each item has already been applied, is not needed, or needs attention. Put a checkmark in the “no” or “yes” columns accordingly.
3. After you have finished, look again at the items in the “yes” column. Choose a few to be addressed immediately. Mark these items as a priority by putting a checkmark in the “!” column.
4. Be sure to put notes in the “comments” column because it is hard to remember details from one time to another. Especially make note of anything that should be followed up on in the next workplace inspection.

QUESTION

ACTION NOTES

General principles	yes	no	!	
There are some workers under the legal age in the workshop				
All your young workers have completed compulsory or basic schooling				
A young worker is showing signs of deprivation (not enough sleep, food, clothing)				
A young worker is showing signs of intimidation or fear				
Supervisors and co-workers have been informed what is safe for young workers to do				
All young workers have been trained on what to do during an accident or emergency				
An occupational safety and health plan has been developed for this workshop				
Working time	yes	no	!	
A young worker sometimes works at night, goes home in the dark, or works overtime				
A young worker is allowed to work in an isolated area				
Harassment, Violence, and Stress	yes	no	!	
A written policy against harassment and violence, particularly addressing the risks that young girl workers may face, has been developed				
The anti-harassment policy is posted in the workshop where all can see it				
Each new young worker has an assigned “buddy” to answer questions and keep an eye out for safety				

2 Source: ILO. *Working with Youth. Tips for small business owners*, Geneva 2008.



Materials storage and handling	yes	no	!	
All young workers have been trained on correct lifting techniques				
Supervisors check periodically to make sure they are lifting correctly				
Some young workers do jobs that require lifting or carrying heavy loads				
Work-stations	yes	no	!	
Some young workers squat or kneel for long periods of time				
Your young workers know and use the “elbow rule”				
Machine and tool safety	yes	no	!	
Your young workers are only allowed to use machines and tools that have low potential for causing injuries or are closely supervised if they use power equipment				
Hazardous substances	yes	no	!	
Some of your young workers use or work around hazardous substances				
Chemicals, including containers into which chemicals have been poured, are labeled				
Chemical safety data sheets are kept on file for each chemical or mixture (e.g., paints, glues, solvents, acids) that the workshop uses or produces				
Young workers have a place to wash and change clothes at your workplace				
Young workers wash their hands with soap before eating or drinking				
Young workers wash themselves and change clothes before going home				
Lighting and noise	yes	no	!	
Skylights and windows are cleaned regularly				
Ceilings and walls are painted white or in light colors and kept clean				
Workstations are adequately lighted				
There is no glare in the young worker’s field of vision				
Noisy equipment and areas are marked with warning signs and young workers are trained on noise protection measures				
Noise levels are low enough that young workers do not need to shout to communicate				

Welfare facilities	yes	no	!	
There is always cool, safe drinking water for young workers to drink				
Toilets are regularly cleaned, close to the work area, and have soap for washing				
There are separate toilets for girls and women				
There is a clean and comfortable place for the workers to rest and eat				
Premises	yes	no	!	
Metal walls and roofs are backed with insulation to protect workers from heat or cold				
Roof and wall openings, windows or open doorways provide natural ventilation				
During working hours, doors are unlocked so workers can escape easily in case of fire				
The workshop is not used as sleeping quarters after working hours				



Tool 3. Checklists for control of occupational safety and health conditions in small scale enterprises³

Workplace Checklist

How to use the checklist

1. Define the work area to be checked. In the case of a small enterprise, the whole production area can be checked. In the case of a larger enterprise, particular work areas can be defined for separate checking.
2. Read through the checklist and spend a few minutes walking around the work area before starting to check.
3. Read each item carefully. Look for a way to apply the measure. If necessary ask the manager or workers questions. If the measure has already been applied or it is not needed, mark NO under “Do you propose action?” If you think the measure is worthwhile, mark YES. Use the space under REMARKS to put a description of your suggestion or its location.
4. After you have gone through the whole items, look again at the items you have marked YES. Choose a few where the benefits seem likely to be the most important.

Mark PRIORITY for these items.

5. Before finishing, make sure that for each item you have marked NO or YES, and that for some items marked YES you have marked PRIORITY.

Materials storage and handling

1. Clear and mark transport ways.

Do you propose action?

☐ No ☐ Yes ☐ Priority

Remarks.....
.....

2. Keep transport ways wide enough and even, with ramps of a small inclination where necessary.

Do you propose action?

☐ No ☐ Yes ☐ Priority

Remarks.....
.....

3. Use carts, hand-trucks, rollers and other wheeled devices when moving materials.

Do you propose action?

☐ No ☐ Yes ☐ Priority

Remarks.....
.....

³ Source: ILO. *WISE +. Work Improvement in Small Enterprises. Package for trainers*, Geneva, 2009, pp. 106-114.

4. Provide multi-level shelves or storage racks near the work area for tools, raw materials, parts and products.

Do you propose action?

☐ No ☐ Yes ☐ Priority

Remarks.....
.....

5. Use specially designed pallets or containers of appropriate size to hold and move materials, semi-finished products and products.

Do you propose action?

☐ No ☐ Yes ☐ Priority

Remarks.....
.....

6. Use mobile storage racks for storing and moving materials, tools and semi-products.

Do you propose action?

☐ No ☐ Yes ☐ Priority

Remarks.....
.....

7. Use hoists, conveyers or other mechanical means for moving or lifting heavy materials.

Do you propose action?

☐ No ☐ Yes ☐ Priority

Remarks.....
.....

8. Provide good grips or holding points for all containers and packages.

Do you propose action?

☐ No ☐ Yes ☐ Priority

Remarks.....
.....

Machine safety

9. Attach proper guards to dangerous moving parts of machines and power transmission equipment.

Do you propose action?

☐ No ☐ Yes ☐ Priority

Remarks.....
.....



10. Use safety devices which prevent operation of machines while the worker's hands are in danger.

Do you propose action?

☐ No ☐ Yes ☐ PriorityRemarks.....
.....**11. Use mechanical devices or magazines for machine feeding to avoid hazards and increase production.**

Do you propose action?

☐ No ☐ Yes ☐ PriorityRemarks.....
.....**12. Attach labels and signs easy to read in order to avoid mistakes.**

Do you propose action?

☐ No ☐ Yes ☐ PriorityRemarks.....
.....**13. Make sure machines are well maintained and have no broken or unstable parts.**

Do you propose action?

☐ No ☐ Yes ☐ PriorityRemarks.....
.....**14. Make emergency controls clearly visible and easy to reach.**

Do you propose action?

☐ No ☐ Yes ☐ PriorityRemarks.....
.....**Work-stations****15. Adjust working height for each worker at elbow level or slightly lower than elbow level.**

Do you propose action?

☐ No ☐ Yes ☐ PriorityRemarks.....
.....

16. Use foot platforms for small workers and work item holders for tall workers.

Do you propose action?

☐ No ☐ Yes ☐ PriorityRemarks.....
.....**17. Put frequently used tools, controls and materials within easy reach of workers.**

Do you propose action?

☐ No ☐ Yes ☐ PriorityRemarks.....
.....**18. Use jigs, clamps, vices or other fixtures to hold items while work is done.**

Do you propose action?

☐ No ☐ Yes ☐ PriorityRemarks.....
.....**19. Use hanging tools or conveniently fixed tools for operations repeated at the same place.**

Do you propose action?

☐ No ☐ Yes ☐ PriorityRemarks.....
.....**20. Provide a conveniently placed home for each tool.**

Do you propose action?

☐ No ☐ Yes ☐ PriorityRemarks.....
.....**21. Change work methods so that the workers can alternate standing and sitting while at work.**

Do you propose action?

☐ No ☐ Yes ☐ PriorityRemarks.....
.....

22. Provide chairs or benches of correct height (with the feet comfortably and flatly placed on the floor) with a sturdy back rest.

Do you propose action?

☐ No ☐ Yes ☐ PriorityRemarks.....
.....**Lighting****23. Add skylights and keep skylights and windows clean.**

Do you propose action?

☐ No ☐ Yes ☐ PriorityRemarks.....
.....**24. Paint ceilings and walls in light colours and keep them clean.**

Do you propose action?

☐ No ☐ Yes ☐ PriorityRemarks.....
.....**25. Provide general artificial lighting adequate for the type of work done, by adding light sources, installing reflectors or re-positioning lamps.**

Do you propose action?

☐ No ☐ Yes ☐ PriorityRemarks.....
.....**26. Provide local task-lights for precision and inspection work.**

Do you propose action?

☐ No ☐ Yes ☐ PriorityRemarks.....
.....**27. Relocate light sources or work positions or provide shields to eliminate direct glare to workers.**

Do you propose action?

☐ No ☐ Yes ☐ PriorityRemarks.....
.....

Control of hazard sources**28. Move the sources of dust, hazardous chemicals, noise or heat out of the workplace.**

Do you propose action?

☐ No ☐ Yes ☐ PriorityRemarks.....
.....**29. Install screens, partitions or barriers to reduce the harmful effects of dust, hazardous chemicals, noise or heat by having more openings, windows or open doorways.**

Do you propose action?

☐ No ☐ Yes ☐ PriorityRemarks.....
.....**30. Make sure all the containers of hazardous chemicals have labels.**

Do you propose action?

☐ No ☐ Yes ☐ PriorityRemarks.....
.....**31. Make sure all organic solvents, paints, glues, etc. are in covered containers.**

Do you propose action?

☐ No ☐ Yes ☐ PriorityRemarks.....
.....**32. Clearly indicate each area where the use of personal protective equipment must be observed.**

Do you propose action?

☐ No ☐ Yes ☐ PriorityRemarks.....
.....**33. Introduce or improve local exhaust ventilation.**

Do you propose action?

☐ No ☐ Yes ☐ PriorityRemarks.....
.....

Premises**34. Ensure safe wiring connectors for supplying electricity to equipment and lights.**

Do you propose action?

☐ No ☐ Yes ☐ PriorityRemarks.....
.....**35. Improve the heat protection of the building by backing walls or roofs with insulating materials.**

Do you propose action?

☐ No ☐ Yes ☐ PriorityRemarks.....
.....**36. Increase natural ventilation by having more openings, windows or open doorways.**

Do you propose action?

☐ No ☐ Yes ☐ PriorityRemarks.....
.....**37. Provide enough fire extinguishers within easy reach and be sure that workers know how to use them.**

Do you propose action?

☐ No ☐ Yes ☐ PriorityRemarks.....
.....**38. Provide at least two unobstructed ways out of every floor or every big room and make sure that workers know how to evacuate in an emergency.**

Do you propose action?

☐ No ☐ Yes ☐ PriorityRemarks.....
.....

Welfare facilities**39. Provide an adequate supply of cool, safe drinking water in all workplaces.**

Do you propose action?

☐ No ☐ Yes ☐ PriorityRemarks.....
.....**40. Provide regularly cleaned toilets and washing facilities (with soap) close to the work area.**

Do you propose action?

☐ No ☐ Yes ☐ PriorityRemarks.....
.....**41. Provide resting corners and a separate hygienic place for eating meals.**

Do you propose action?

☐ No ☐ Yes ☐ PriorityRemarks.....
.....**42. Provide first-aid equipment and train a qualified first-aider.**

Do you propose action?

☐ No ☐ Yes ☐ PriorityRemarks.....
.....**Work organization****43. Combine tasks so that each worker can perform varied and interesting work.**

Do you propose action?

☐ No ☐ Yes ☐ PriorityRemarks.....
.....

44. Set up a small stock of unfinished products (buffer stock) between different work-stations in order to keep work flow constant while allowing self-paced work.

Do you propose action?

☐ No ☐ Yes ☐ Priority

Remarks.....
.....

45. Rearrange layout and the order of operations to ensure smooth flow of work between different workstations.

Do you propose action?

☐ No ☐ Yes ☐ Priority

Remarks.....
.....

Module 9

Voice, participation, representation

This module will:

- highlight that economic reintegration of the target group is not only strictly about economic issues, but even more so about acquiring voice, representation and community participation; and
- explain how to promote voice, representation and community participation of the target group through involvement in comprehensive recovery/development programmes, advocacy, and project implementation practice.



What to consider?

Economic reintegration is not only about making a living, but having one's place in the community

Economic reintegration is not only about making a living, but also much more. Making a living is the basis for economic reintegration, but it may not be enough to keep children and youth formerly associated with armed forces and groups or other conflict-affected children in their community. Reintegration has to do with the satisfaction of social needs such as “being someone”, being recognized, accepted, respected, and heard in the community; in short, having one's place in the community. Employment is the precondition for such social reintegration, but having one's place in the community also implies participation in local community associations, in professional representative bodies, and playing a part in local affairs. Recognition within the community involves participation in community affairs, and such participation in turn increases recognition and the satisfaction that comes with it.

Young persons may be ill prepared for such participation in community affairs. They may lack the necessary self-esteem, or may be trapped in a wrong hero mentality. Both preclude participation in community life on equal terms. The reintegration project must generate capacities for such participation in civilian life; and strive to replace empowerment through arms by empowerment through voice.

The beneficiaries are actors of their own economic reintegration process

The first way to do this is through the economic reintegration process itself. There are many ways in which the project can foster behaviour change. Beyond the technical content, all steps of the process should be conceived as occasions for learning civilian behaviour patterns. Learning in ordinary project life that it is possible to freely express one's opinion about the way training or business support or any other project component is organized, and to realize that it is possible to influence the project in a meaningful, and not only symbolic, manner, is a valuable experience both for learning to voice one's concerns and for learning to change things through dialogue and not through violence. Content and methods of life skills training should focus on such behaviour change. Trainers, master craftspersons and employers should be sensitized with regard to the social reintegration objective of the project, and possibly be selected according to their willingness and capacity to be role models for positive civilian behaviour. Cooperatives or microfinance solidarity groups are frameworks in which to learn and practice such positive civilian behaviour.

However, participatory practice within the project is not only about learning how to participate, but even more so about actually applying such practice in project planning and implementation, according to the slogan of disabled persons' organizations that resumes it all: "Nothing about us without us" (see Module 10.2).

The project should facilitate access of the beneficiaries to the wide range of formal or informal community and professional organizations

The second way in which the project can contribute to strengthen voice, participation and representation of your target group is to facilitate access of the project beneficiaries to the wide range of formal or informal community and professional organizations. The main barrier for access may be reluctance on the part of the organizations to accept these young persons. Acceptance in professional associations is not easy, and new young small-scale entrepreneurs may not be taken seriously by well-established entrepreneurs for some time. The implementing agency has a special advocacy role to play in obtaining this acceptance, and changing the image that the project beneficiaries may have of being "spoilers". This advocacy action could include demonstrating the capacities of the beneficiaries and describing the services received by the project, and by preparing project beneficiaries for participation. Membership and participation should not only be sought in vocationally relevant organizations, such as workers' and employers' organizations, business, artisans, or farmers associations, but also in informal community associations.

Nevertheless, voice, participation and representation may be denied to your target group, and the reason for this may be found outside the reach of the project itself. Children and youth formerly associated with armed forces and groups may be excluded from the community because of their past association with these groups, or because they belong to communities that had already been excluded prior to the conflict, or because women, people with disabilities, or people living with HIV or AIDS are denied full participation in community life. In such cases, the problem of voice, participation and representation is no longer one of ill adaptation of the project's target group to civilian society, but rather the political problem of setting up inclusive post-conflict reconstruction.

Exclusion of ex-combatants from post-conflict reconstruction represents a potential risk factor for new destabilization

The issue, thus, goes far beyond the limits of a single reintegration project. However, integration of children and youth formerly associated with armed forces and groups, indeed of ex-combatants in general, is essential for sustainable post-conflict reconstruction. As long as they remain excluded from participation in the construction of the new post-conflict society, they remain a potential risk factor for new destabilization, either in their own or in neighbouring countries, as was seen in the large movements of ex-combatants from one country to another in West-Africa and elsewhere. Economic reintegration is an essential element to prevent children and youth to rejoin armed forces and groups, but it will not be enough as long as it is not accompanied by effective social recognition and full participation in the affairs of the new post-conflict society.

The essential challenge for sustainable post-conflict reconstruction is to ensure that it does not reproduce pre-conflict exclusions or create new exclusions and to build a new social order on inclusiveness, where all groups of society, including formerly excluded groups, take part in decisions concerning the community, based on participatory decision-making mechanisms.

Comprehensive area-based initiatives, like local economic recovery/development (LER/LED)¹ programmes, are based on these principles. They are holistic approaches in a local context, integrating the political, economic, social and institutional dimensions of development at the local level. They make use of the window for change provided by the post-conflict situation through inclusive participatory decision-making and voice of all groups. They allow communities to evolve from conflict without necessarily returning to the pre-conflict situation. The mechanism to achieve this is inclusive decision-making. The decision-making body is the Forum, a gathering of all public and private stakeholders, and, if necessary, institutionalized agencies.

Influencing post-conflict reconstruction as a global, political process so that the voice of the project's target group is represented in this process becomes possible through integration of the project into such comprehensive area-based recovery/development programmes, which should therefore be sought by implementing agencies as a priority. Without such comprehensive approaches, even successful economic reintegration may be ruined because of non-inclusive global reconstruction and development policies.

**Equal rights,
voice and
recognition are
fundamental
components of
“decent work”**

Finally, voice, participation and representation of children and youth formerly associated with armed forces and groups and other conflict-affected children should also be seen in the larger context of relative exclusion of youth in general from participation in decision-making in public affairs in many societies. Full reintegration leads directly to the reformulation of youth policies and, indeed of other policies targeting women, people with disabilities, or people living with HIV or AIDS, and thus to enhanced inclusion.

Equal rights, voice and recognition are fundamental components of “decent work”, and this issue joins the ILO's agenda for decent work for all women and men.

1 See the Conceptual framework chapter of the “how-to” guide.



What to do, how to do it?

1. Project involvement in comprehensive recovery/development programmes

- **Integrate the project into comprehensive local recovery/development initiatives.**² Such integration ensures in the first place that the needs of project beneficiaries are taken into consideration in local recovery/development planning, but also allows participation of children and youth formerly associated with armed forces and groups and other conflict-affected children in local decision-making processes. The project (the implementing agency and project beneficiaries) should be represented at the local Forum (or similar institution). The voice of the project's beneficiaries may be represented by other children and youth participating in decision-making bodies, or project beneficiaries may succeed in participating themselves. In both cases, project beneficiaries will learn how to make themselves heard and how to harmonize diverging interests through dialogue.
- **Look out for existing comprehensive local recovery/development programmes** in your project area.
- **Ensure that the project becomes a member of the comprehensive local recovery/development initiative**, through representation of the implementing agency and of project beneficiaries in the body/bodies that formulate a local economic development strategy and coordinate, monitor and evaluate its implementation, like a local Forum, or similar.
- **Keep the local Forum regularly informed** about project achievements and project needs.
- **Within the local Forum, promote strategies and policies** that ensure community acceptance and inclusion of children and youth formerly associated with armed forces and groups and other conflict-affected children, including those with specific needs.
- **Promote sectoral policies** on local level that favour participation of your target group, as youth, gender, disability or HIV and AIDS policies.
- **Promote representation of your target group** in institutional body/bodies that pilot the programme (if they exist).
- **Establish linkages** between representatives of other vulnerable groups in the local Forum and your project beneficiaries. You may for example invite such representatives to regular meetings with project beneficiaries, to discuss and define positions to be taken in the Forum on reintegration of children and youth formerly associated with armed forces and groups, ex-combatants in general, youth, gender, disability, or HIV and AIDS.

2. Advocacy

- **Lobby for access** of the project's new small-scale entrepreneurs, including women entrepreneurs and entrepreneurs with disabilities to:
 - relevant professional bodies, like business associations, artisans' associations, women entrepreneurs' associations, informal business networks;
 - providers of financial services, including informal credit associations, and to microinsurance schemes;
 - the Chamber of Commerce, or Youth Chamber of Commerce,
 - participation in competitive bidding (tenders, contracts for employment-intensive investment programmes (EIIPs) or contracts with public administrations).

2 For details about such initiatives/programmes, please refer to Module 2 on Local economic and social assessment and to the Conceptual framework chapter of the "how-to" guide.

- Such lobbying should not only concern participation, but also **aim at promotion of equal chances** in accessing representative functions within such bodies, like becoming members of commissions.
- **Lobby for the presence of at least one child** formerly associated with an armed force or group in promotional activities of such associations, for instance public meetings, trade fairs and exhibitions, and to be presented as such, or to be given the opportunity to **talk in public** about entrepreneurship of children and youth formerly associated with armed forces and groups.
- **For project beneficiaries in wage employment:**
 - Explicitly fix in the employment contract, and monitor during project duration, the right of the young person to become a member of a workers' organization.
 - Advocate their equal access to representative functions within the workers' organization.
 - Monitor the young wage workers' right to free expression and to social dialogue in the enterprise during project duration.
- **Participation** of children and youth formerly associated with armed forces and groups in EIIPs **should be made known to the community**, as it contributes to change their image as "spoilers", and prepares the ground for trust and acceptance for further community participation.
- **Ensure participation and visibility of project beneficiaries in public events** in relation to economic development and reconstruction, like seminars, meetings, events in the media, organized by public authorities, international organizations, technical cooperation projects, or international NGOs.
- **Encourage participation of project beneficiaries in informal associations** in other than economic fields, like sports, culture, music, theatre, in community, women's, and youth associations, in disabled persons' organizations, etc. Community participation and recognition passes as much through such informal channels as it does through formal business organizations. Involvement of these young persons in local initiatives concerned with community affairs is particularly important.

3. Project implementation practice

- **Practice participatory decision-making in project implementation as a learning process**, which means to:
 - provide clear information about options and constraints; make sure that information is accessible to all participants, including for example those who cannot read, are blind or have low vision or are deaf;
 - encourage expression of concerns;
 - take concerns of project participants in consideration whenever reasonable;
 - argument decisions;
 - stick to decisions and impose respect for decisions, once taken.

Listening to concerns and taking them into account in decisions should not be symbolic, but meaningful; the learning process should not interfere with project delivery; decisions should be argued, but firmly imposed, once they are taken. Such methods aim at liberating the voice of everyone without fear, learning that decisions can be discussed, are not arbitrary, and can be relied on. They are opposed to those applied in armed forces and groups and prepare for participation in civilian life. You cannot expect children and youth formerly associated with armed forces and groups to change from military to civilian behaviour patterns if you do not apply such patterns to the reintegration process itself.

- **Select project partners:** trainers, master craftspersons, mentors, employers according to their capacity and willingness to be positive role models for behaviour in civilian life and to introduce the young persons into their business networks, introduce them to suppliers, clients, public authorities and to teach them by their example how to behave in these environments.

- **The formation of cooperatives and of microfinance solidarity groups** and their functioning within the project framework should be **monitored** by the implementing agency as a training experience for the exercise of voice, full and equal participation, decision making through dialogue, and respect of other participants, especially girls and young women and beneficiaries with disabilities. Their special value as learning experiences lies in the fact that they are still under the supervision of the project, but at the same time are already part of the economic reality of the participants. In some projects it has proved to be very useful to accompany such groups for an initial period by psychosocial support to manage problems that may still jeopardize full and equal participation of all, and decision-making through dialogue.
- **Life skills training** provided through the project should aim at the same final objective of strengthening the capacity for voice and participation.
- **Ensure voice and full and equal participation of girls in project activities:**
 - Encourage girls to formulate their own vocational projects, especially when these do not correspond to traditional gender roles. This may also mean assisting them to liberate their own voice, which may be inhibited by their social environment.
 - Encourage girls to claim recognition of specific constraints (household chores, child care obligations, restriction on mobility, etc.), or claim assistance of the project in reducing such constraints (for example through discussion with family).
 - Encourage girls to express their concerns in matters of appropriateness and relevance of content and methodology of all project components to their needs.
 - Ask girls and young women for advice on special arrangements needed in project activities, e.g. child care facilities, possibility to bring their children to the training, separate toilet facilities, training hour arrangements, distance of training place from home, etc.
 - Consider the specific needs of women and girls with disabilities who face dual barriers related to their gender and disability status.
- **Ensure participation of beneficiaries with disabilities in project planning.** Disabled participants know best about specific interventions which are necessary to allow their full participation in project activities and how to organize project components in order to be disability-responsive.
- **Encourage disabled beneficiaries to express** their specific needs, to give advice on appropriateness of specific arrangements (to be) made (accommodation, learning materials, tools, etc.), to express their views about the relevance of project content and methodology in relation to their disability.
- **Do not make assumptions about disabled participants and what is good for them:** listen to/communicate with them.

Module 10

Economic reintegration of children and youth with specific needs

The following modules provide guidance on the economic reintegration of three groups with specific needs: girls and women, children and youth with disabilities, and children and youth living with HIV. The *“how-to” guide* strongly advocates integrative mainstreaming strategies for all groups with specific needs, and guidance on the economic reintegration of these groups has therefore been integrated into each of the sectoral modules whenever the issue arises. However, implementing agencies may need to know how to organize the comprehensive economic reintegration process for a given group with specific needs. To facilitate this task, Module 10 presents sectoral guidance contained in the preceding modules, but reorganized under each of these three specific target groups. Target groups and technical sectors are two different perspectives of looking at the same reality.

Most of the content of the following modules addresses once more what has been presented in the sectoral modules. In some parts, however, items are discussed in substantial detail, especially in cases where dwelling on issues which are only relevant to specific sub-groups would have excessively disrupted the line of thought of those sectoral modules.

For each specific target group, the presentation in Module 10 is organized according to the project cycle, which corresponds to the sequence of the technical modules.

The following modules highlight only those interventions that are either: (i) specific to girls and young women, participants with disabilities and participants living with HIV; or (ii) interventions that should be responsive to the needs of these groups, without being specific. For instance, provision of assistive devices is a service that is specific to the needs of participants with disabilities, but training that is organized in such a way that all project participants, including those with disabilities, can participate on an equal basis, is a disability-responsive service. Activities mentioned throughout Module 10 are thus selective; they do not mention activities where specific needs are not relevant. It is therefore impossible to obtain a comprehensive picture of the content of the technical modules through the following modules alone, and they should always be consulted in connection with the technical modules themselves (Modules 1 to 9).

Module 10.1

Girls and young women

10.1 Girls and young women



What to consider?

1. Under-representation of girls in release and reintegration programmes

The implementing agency needs to give special attention to ensure that girls are reached by the project

It is generally recognized that the number of girls participating in release and reintegration programmes does not reflect their real representation in armed forces and groups. Exact figures are not known, but information collected in the course of ILO-IPEC's investigations in Central Africa in 2002 indicated that as many as 30 per cent of the children involved in armed groups in the east of the Democratic Republic of Congo (DRC), for example, were girls.¹ The Global Report 2008 of the Coalition to Stop the Use of Child Soldiers indicates a similar estimation for the number of girls among child soldiers in Sierra Leone, adding that only eight percent of the former child soldiers in the DDR programme were female.² Girls have joined the armed forces and groups for a variety of reasons, which are relevant for reintegration strategies, and they have occupied a variety of roles within the armed forces and groups. The explanations for which girls and young women are under-represented in release and reintegration programmes largely emphasize their former roles of 'wives' and 'sexual slaves', as well as the double stigma of being, in many cases, unmarried mothers and former combatants. Moreover, moral rejection of these girls and young women by communities in terms of traditional gender role perception, rejection of children born during conflict, and of children born of rape, fear not to be able to find husbands, being forced to move to places where they are unknown, thus suffering further exclusion from family/community support, - all explain the under- representation of girls and young women in such programmes. But these explanations may also have obscured other factors: "Female captives are often unable to leave their male captors for a variety of security, economic, and logistical reasons."³ In any case, it is generally much more difficult to find out what happens to girls after they leave the armed forces and groups than it is for boys.

For the reintegration project, under-representation of girls in release and reintegration programmes means that special attention should be attached to ensure that they are reached by the project. This module presents some of the strategies that have been used successfully to increase the number of girl participants.

1 See ILO-IPEC: *Wounded Childhood. The use of children in armed conflict in Central Africa*, Geneva, 2003.

2 See Coalition to Stop the Use of Child Soldiers. *Child Soldiers Global Report 2008*, p. 298.

3 See *Girls in Fighting Forces in Northern Uganda, Sierra Leone, and Mozambique: Policy and Program Recommendations*, Dyan Mazurana and Susan McKay, June 2003 (draft), Canadian International Development Agency: Ottawa.

2. Gender equality

Achieving gender equality requires two complementary types of action: affirmative female-specific interventions and gender responsiveness

Inclusion of girls not only means to make special efforts to reach out for them: one of the basic principles of the project as a whole has to be gender equality. Gender equality means that girls/women and boys/men both benefit equally from the project. It means that the project has to ensure equal rights and opportunities for both in all project components: access to decent employment opportunities and conditions of work, to resources and to services, and absence of discrimination. It further means that the project has to promote gender equality in the local community at large.

Gender relations vary widely from country to country, and their dynamics are complex and difficult to change. Aiming at gender equality in some countries may mean being confronted with profoundly rooted patriarchal cultural patterns and power structures; in others, women/girls may enjoy relative equality with men/boys, and the project may be able to ensure equal benefit from project services and equal access to decent employment in the community. There are no general rules; each project has to be context-specific.

Aiming to achieve gender equality requires two different, complementary types of action: on the one hand, existing inequalities require affirmative female-specific interventions to redress such inequalities, as for instance the specific measures suggested below to reach out for girls, and on the other hand, all general project activities, components and support structures have to be gender-responsive in order to maintain equality by responding to the specific needs of girls/women and boys/men. Specific needs arise out of natural differences, like the reproductive role of women, but such natural differences are always rooted in cultural patterns, which may turn natural differences into social and economic barriers to participation. The project has to respond to such gender-specific needs and barriers.

Responding to the specific needs of girls and young women thus always means to address needs arising from an inextricable mix of natural differences (e.g. responding to child care responsibilities during training) and social/cultural/economic barriers. Needs should not only be understood as practical, material needs, but also as strategic needs, such as equity, full participation, empowerment, and control over resources.

3. Post-conflict settings as a window for change

The window for change opened immediately after conflict should be used before it closes again while ensuring that girls and young women are not exposed to new risks

The most important opportunities for change in post-conflict settings occur in traditional gender roles. In conflicts, women and girls often acquire a degree of equality with men, autonomy and responsibilities they never had in pre-conflict ordinary life. This is true not only for women and girls participating directly in conflict, but also for those remaining in civilian life, mostly because the absence of large numbers of men provided them with the opportunity to take up roles that had been reserved for men. However, it is also generally observed that after the end of conflict, during “normalization” of life, the autonomy, equality and liberty that have been acquired tend to be abolished gradually pushing women and girls pushed back into their traditional pre-conflict role.

The immediate post-conflict situation thus opens up a window for change that should be used before it closes again. Girls and young women are especially concerned. They have been living for some time in a male-dominated environment, may have had responsibilities they did not have in their previous civilian life - though the contrary may also be the case, and their degree of equality with men was possibly worse than before. Sexual violence

may have changed their perception of traditional gender roles. In any case, they have lived outside ordinary gender roles, and may not want to return to them. The same is true for other conflict-affected girls: absence of parents, larger family responsibilities, gender-based violence may have changed their ideas about what they want to do with their lives.

While post-conflict situations present opportunities for change in traditional gender roles, one should carefully evaluate how far change should go. Going “too far” may expose women and girls to new risks: returning husbands/companions may not appreciate the autonomy and economic independence acquired by their wife, and react to the loss of their “superiority” by domestic violence and damage to the economic activity of their wife.

The dynamics of gender relations in (post-) conflict are, however, complex. Besides undeniable opportunities for positive change towards more equality for girls and young women, there are also situations where vulnerability and marginalization of women have become even stronger, as conflict has restricted the “window of acceptability for women’s participation in the socio-economic domains. Violence, in its interplay with socio-cultural contexts, can therefore further isolate and marginalize women.”⁴ While gender-responsiveness and female-specific interventions have to be the basic guiding principles of all project components, their particular form and their possible limitations have to be defined by each project. The following part of the module presents the information which should be considered as a basis for action in each technical sector of economic reintegration for girls formerly associated with armed forces and groups and other conflict-affected girls in the perspective of gender equality.

The project should contribute to change the perspective on gender roles in the communities

Effective economic reintegration of girls and young women formerly associated with armed forces and groups and other conflict-affected girls depends on the quality of the services the project provides for its female participants, but it equally depends on the community acceptance of these girls and young women in their new roles. No reintegration is possible without changes in the community. Though community change is out of direct reach, the project should provide services that contribute to change the perspective on gender roles in the communities.

4 ILO/HEI: Global report: *Employment in response to crises. An analytical report of the research project Strengthening Employment in Response to Crises*, Geneva, 2006, p.35.



What to do, how to do it?

Guidance provided in the present module only marginally addresses the question of gender-responsiveness. Gender-responsiveness is a requirement that concerns all activities of all preceding modules. The following proposals aim at highlighting the female-specific activities that should be undertaken within the economic reintegration project so that it responds to the specific needs of girls and young women in redressing existing inequalities.

1. Issues to be considered throughout the economic reintegration process

- Be **context-specific**.
- **Mainstream** gender-responsiveness and gender-specific interventions into all relevant project components.
- Respond to specific needs, constraints and barriers through **gender-specific interventions**.
- Pay attention to **multiple discrimination** (e.g. women with disabilities).
- **Consider gender-specific practical needs and strategic interests**, as equity, voice, full participation, empowerment, and control over resources.
- **Budget adequate resources** for gender-specific targeted action.
- **Promote voice**, participation and representation of girls and young women.
- **Involve local women's organizations** in all following items for guidance and support.
- **Train implementing agency and partner agencies' staff** on gender responsiveness and gender-specific interventions.

2. Issues to be considered in sectoral components

2.1 Identification of target group

This is the phase where specific efforts are necessary to reach out for girls to compensate for general under-representation of girls in reintegration programmes.

When establishing lists of potential participants:

- **Ensure registration of girls** on the lists of potential participants. Nevertheless, girls may have good reasons not to want to reveal their past association with armed forces and groups in public. As the establishment of lists is probably the most public part of the beneficiary identification process, you should not be specific about the distinction between girls formerly associated with armed forces and groups and other conflict-affected girls at this stage, including for example "association with armed forces and groups" among the criteria of being "affected" by armed conflict. Identification as girls formerly associated with armed forces and groups may take place later in the privacy of the screening or profiling process. Combining both groups in the project's target group has proved to be a particularly efficient method to reach girls who have been associated with armed forces and groups.

- **Invite women's associations to participate in establishing the lists.** The participation of local women's associations or of associations of children and youth formerly associated with armed forces and groups should contribute to increase the number of registrations of girls.
- **Set a higher upper age limit** for girls in view of the obstacles encountered in reaching and extending support to girls.
- When selecting girl participants, **ensure support or at least consent of family/husband/companion** right from the start, as they may prefer the girl to work, provide some income or participate in the family enterprise, or to stay at home for household chores, care for siblings, elderly or disabled family members. Communicate with the family and point out possible long-term benefits for the whole family through the participation of the girl in the reintegration programme. If support or consent of the girl's social environment is not ensured, the girl may be pushed to drop out of the project at a later stage.

2.2 Local economic and social environment assessment

- In territorial diagnoses, **all data collected should be sex-disaggregated.** Consider that gender and age-distortions of the normal population pyramid may be considerable in post-crises settings. Consider distribution of heads of households according to gender and age (cf. HIV or AIDS impact, gender-specific mortality in conflict). Consider gender-specific labour force participation rates and gender division of labour. If sex-disaggregated data are not available, consult representative women's groups of the community.
- **Participate in, or, if you have the possibility, organize a consultative meeting/forum with all competent local stakeholders** to identify together opportunities and bottlenecks. Participants should be especially knowledgeable about the local social and economic situation, but they should also represent as wide a social spectrum as possible, including vulnerable groups: government agencies, UN agencies, local employers and workers (representatives), artisans, master craftspersons, public and private employment services, chambers of commerce, local authorities, farmers' associations, informal sector associations, cooperatives, women's, youth, disabled persons' organizations, (I) NGOs operating in employment-related fields, business support services, village assemblies, etc. These people will not be statistically representative, but they are the people who know best, especially under conditions where official employment services are not functioning. The voice of especially vulnerable groups may not be heard in these meetings, and specific consultations may be necessary to include their concerns.
- **Participate in the assessment of the policy and regulatory framework** at the national and local level to see whether an enabling environment for gender equality exists or not, or get access to the results of such assessment carried out previously, for instance in the framework of an LER/LED programme.
- **Assess market segments** in which women have a competitive advantage.
- Look out for jobs that may be particularly adapted to allow girls to enter into **non-traditional vocational roles.**
- Build reintegration options on **positive changes in gender roles** often experienced during conflict.

Box 10.1.1

Main gender analysis questions at the territorial diagnosis stage

Analysis of gender roles, perspectives and needs

- In which economic sectors are women and men concentrated?
- What is the percentage of women working in those economic sectors that have more potential?
- Which are the main decent work deficits for women and men?
- What are the practical gender needs of women and men that the LED process can address?
- What are the main gender gaps or inequalities in the territory and how can they be overcome?

Analysis of access to and control of resources and benefits

- Which is the gender-balance in decision-making bodies? Do excluded groups have voice in them?
- What territorial resources are available to men and women?
- Who has access to, and control over, the benefits derived from the resources?
- What are the gender gaps or inequalities arising from the existing resource access?
- What are the key constraints to women's access to resources and benefits?

Source: ILO: Gender Equality and Gender Mainstreaming through Local Economic Development Strategies. Sensitization Module, Geneva 2008, p. 14-15.

2.3 Vocational orientation

- **Verify the compatibility of vocational projects of girls with their personal constraints**, which may for example exclude a project requiring long-term training; as regards employment options in agriculture, the lack of land ownership and land tenure rights may be an issue for girls. Examine how constraints might be reduced, for instance by access to grants, or education loans. Discuss alternative options.
- Vocational orientation should **encourage girls to exercise free choices, and to dare choose non-traditional jobs**. There are many ways to do this:
 - When, in the course of an interview, girls stick obviously to traditional female occupations, or to other low qualification, low income and low status options, try to find out whether this results from objective or "self-imposed" constraints, from free choices of girls or from family pressure to keep them at home, from lack of knowledge about alternatives, or lack of information about project means to alleviate constraints.
 - Encourage girls to discuss alternatives in order to widen the spectrum of options, talk about, or present if possible, what other girls are successfully doing elsewhere – there are examples of girls as auto-mechanics or similar. Find out about fears.
 - Girls should participate in visits to workplaces and training facilities for trades traditionally occupied by males.
 - Propose solutions to objective or imagined constraints of girls, for example: bringing their baby to the informal education or to the skills training course, getting an education grant or loan; visit and talk to the family or the husband/companion to get their acceptance to a non-traditional vocational project, etc.

- Explain the facilities the project can put in place in order to alleviate the specific constraints of girls, like childcare facilities, or access to training grants.
 - Consider that the importance of non-economic factors in decisions about employment options for girls imparts a key role to intermediation between the community and the girls. The implementing agency and/or vocational counsellors should discuss with family members or husbands/companions to overcome family resistances.
- While orienting girls and young women into non-traditional gender-roles, make sure that the project also contributes to **produce/favour change in gender roles at the community level**, so that the project's female participants are accepted in their new roles by the community. The most effective way to do this is to contribute to related activities of the comprehensive local recovery/development programme, if it exists. If it doesn't, the project should liaise with other partners to set up community sensitization activities through organization of local events, local radio campaigns, etc.

2.4 Vocational skills training and informal basic education

Gender-responsive vocational skills training has to (i) provide for specific needs/ constraints of girls, (ii) take into consideration possibly lower educational profiles compared to boys, (iii) take advantage of the "window for change" provided by post-conflict situations, and (iv) provide "voice" to girls in matters of training choices and training provision.

Specific needs/constraints of girls are in particular (or may be according to cultural norms): the need to care for their children, care for siblings, elderly, or disabled members of the family, household chores, culturally imposed reduced mobility, and culturally imposed reduced access to certain types of training/employment.

The following activities represent options; it might not be possible or necessary to carry them all out.

- When assessing and selecting training providers, examine whether the training provider takes into account **specific needs of girl trainees**, or is willing to do make the necessary arrangements.
- Ensure that **childcare facilities** are provided at the training place, which may include the possibility to bring their children to the training place (in Africa for instance, women may commonly be found participating in training with their babies on the back), organize a crèche, arrange training hours to allow mothers to feed their babies, etc.
- Arrange **training hours** to allow girl trainees to combine household chores with training.
- Organize training at **places** near to where trainees live.
- Provide **security and sanitary facilities** for girl trainees at the training place.
- Adapt **complementary informal basic education** to gender-specific differences in educational profile and needs.
- **Review training courses** according to options taken for other than traditional female skills.
- **Encourage girls to express themselves** on training choices, training delivery modalities and training content.
- **Contact local women's organizations**, who may be well informed about the local situation, in order to obtain guidance and support on all preceding points.
- Ensure for each trainee a solution of the problem of **economic subsistence** during training. Economic subsistence may not only concern the trainee herself, but also her family. Girls are often under pressure to quickly earn a living because of child care and family responsibilities and often turn to short-term low-quality training and employment, a discrimination that could be avoided if means for subsistence are available.

- Economic subsistence during training raises another issue: **the support, or at least consent, of the family and/or husband/companion** to the participation of the young person in the training programme. If families have to provide for subsistence of the girl during training, consent and support may be very difficult to obtain. There is no general solution to this problem. You should explore options like those suggested above, but you should in any case, where the problem exists, communicate with the family, and indicate possible long-term benefits for the whole family through the participation of the girl in the training programme.
- Plan, as far as possible, for the **inclusion of several progressive skills training phases** into the reintegration programme of girls, especially for short-term training plans, in order to take advantage of emergency opportunities during insertion, but also allow for later change to decent employment and sustainable integration.

Access to emergency post-conflict opportunities produces quick results and may solve the subsistence problem during training, which often also means subsistence of his/her family. Emergency post-conflict opportunities should be seized, but they are usually unsustainable. For skills training, this means that there is need for short-term training to get access to immediate opportunities, but that such short-term training should not be the end of the process, but only the foundation for more and better training targeting more sustainable, productive and decent jobs in a second phase. Phased training responds to the constraint of early income earning, without trapping the beneficiaries in unsustainable low-income activities. In other words: it opens the way from reinsertion to reintegration. Experience shows that such a strategy may be particularly important for girls.

- **Community-based training (CBT) in rural areas:** economic integration in subsistence agriculture is linked to the question of land ownership and land tenure right, and that traditional customs may exclude girls and young women from land tenure. In all these cases, the implementing agency has a critical role to play as facilitator and intermediary between the community and the young person.

Changing profound rural traditions such as those ruling gender and landownership certainly goes beyond the scope of your project. But, while CBT may ease conflict over land and access of girls to land tenure, outreach training facilities may allow access of girls to self-employment in rural off-farm livelihood activities, agriculture-related or not, and thus provide reintegration opportunities in rural areas without being blocked by the issue of land ownership.

CBT responds particularly well to the specific constraints faced by girls and young women, like restrictions on mobility, childcare constraints, household chores, etc.

- **Informal apprenticeship:** there is usually strong gender specificity/bias of informal apprenticeship. Social customs can restrict access of girls and minorities to certain, often more profitable, trades.
- Pay particular attention to obtaining apprenticeships for girls in **non-traditional jobs**, according to chosen training plan.

2.5 Life skills training

- Life skills training should be **gender-specific in content and, if suitable, in additional girl and women only situations**. Girls and young women should receive counselling and training in life skills that are specific to them; such counselling and training should be separate from boys and young men participants and should be provided by special female trainers, for instance by women associations specialized in supporting vulnerable girls and young women. It has proved particularly important for girls and young women who have been subject to sexual abuse and violence, forced into marriage or become young mothers while in the armed forces and groups to recover self-esteem and confidence.⁵
- Life skills training should aim at **creating gender awareness** among the project participants.

⁵ See good practice example 5 in the ILO-IPEC: *Prevention of child recruitment and reintegration of children associated with armed forces and groups. Strategic framework for addressing the economic gap*, Geneva 2007, p. 61.

- **Organize group or plenary sessions** spread over the training period to provide information on topics which would include sexuality, sexual relations when within the armed forces and groups, gender relations, gender-based violence, contraception, IST, health, parental problems, family relations, and childcare.
- **Organize sessions to identify gender-based constraints and barriers to participation** of girls and young women. Encourage inputs from them to construct a problem tree that shows the relationship between cause and effect with respect to the various barriers identified, identify discriminatory attitudes of the social environment and propose actions to counter them.
- Such group sessions might be mixed or held separately for girls and boys. They should be **free of pressure and fear** to speak confidently, and always aim at increasing personal autonomy, critical thinking, self-esteem, and respect for others. They should present opportunities for behaviour change communication. Such sessions might make use of role-plays. If you feel unable to run such group sessions, hire persons with psychological training who are able to understand and manage group dynamics and to relate discussions to the personal issues at stake (i.e. analyse and discuss signs of domination, submission, violence, fear, etc in the group.). Invite women's associations to participate.
- **Encourage participation, representation and voice of girls within all phases of the project** as a powerful method to develop life skills. Encourage, within the project framework, the exercise of leadership, presentation skills and the self-confidence of girls and young women necessary to lobby for their interests. Such participation still takes place in the protective environment of the project as part of the training process, but at the same time, it is already a real life experience.
- **Life skills training in relation to HIV should specifically address gender inequalities** in vulnerability to HIV infection and ability to access prevention, treatment, care, support and counselling, for instance by providing an appropriate environment for behaviour change communication on risk-behaviour of girls and boys, power imbalances between girls and boys, the reduced ability of girls to negotiate safer sex, etc., and the impact of conflict, within or outside the armed forces and groups, on such inequalities. The task of life skills training in relation to HIV and gender is to reduce HIV vulnerability of girls through contributing to change in gender relations.
- Provide education on skills directly related to the **reduction of HIV-risk behaviours**: communication with partners, recognize the risk of certain behaviours, recognize situations that lead to risk-behaviour and how to avoid them, positive attitudes to condom use, etc. Such educational sessions might be carried out in separate groups for boys and girls and/or in mixed groups.
- **Include local associations and networks of young people engaged in HIV prevention** and treatment activities as partners of HIV related life skills training. They have experience on how to address young people on the subject. "...they may be more likely to provide age, gender and culturally appropriate information to their peers. This is more likely to result in behaviour change".⁶

2.6 Entrepreneurship training

- When selecting the person/agency in charge of entrepreneurship training, you should consider experience in training women entrepreneurs and sensitivity to **specific concerns of girl and women entrepreneurs**.
- **Ensure gender equality and consideration of gender issues** in training:
 - Participation of girls and young women on an equal basis.
 - The possibility for girl trainees to voice their opinion about training content and methods, including the consideration of issues of specific interest for girl/women entrepreneurs in the training.

6 Inter-Agency Task Team on HIV and young people, *Guidance brief* N° 3, p. 3.

➤ **The entrepreneurship training course should cover**, among others:

- Issues of specific interest to girl and women entrepreneurs⁷ such as the rights of women entrepreneurs to equal access to property, financial and business support, and business opportunities.⁸
- A module on “separating family affairs and business”. Experience in economic reintegration projects provides evidence for the critical importance of this issue, which includes theoretical understanding of the necessity to separate the two spheres and accounting tools to do so, as well as sensitization to the need to resist pressures from family and friends, which may be particularly strong in the case of girl entrepreneurs.
- Specific needs and full participation of women entrepreneurs with disabilities.

➤ **The final output** of the entrepreneurship training course should be a detailed individual business plans for all potential small-scale entrepreneurs. The training period will serve to examine the business plan concerning:

- economic viability;
- market compatibility;
- technological manageability;
- cost-benefit performance;
- further employment impact;
- environmental impact;
- absence of barriers (or inclusion of strategies to overcome such barriers) for girl and women entrepreneurs.

2.7 Follow-up of small-scale girl and women entrepreneurs during installation and consolidation

The project’s young women and girls who have chosen to start their own business will most probably find gender-specific difficulties in their way that have to be assessed and addressed. Such difficulties may be unequal access to property, financial and business support, markets, business networks, or business opportunities. They may consist of legal, economic or socio-cultural barriers and inequalities. Women entrepreneurs may lack control over their business and the use of benefits and credits. In post-conflict reconstruction, inequalities are often largely reproduced.⁹ Women entrepreneurs also tend to be over-represented in the less productive and less profitable micro-enterprise sector and poorly represented in medium sized enterprises, which is an indication of gender-specific barriers and unequal access to resources that restrict women entrepreneurs to extend their businesses and prevent them from making progress. Follow-up of the project’s female entrepreneurs, therefore, has to act on two interrelated levels: advocate their equal access to resources and BDS and their full control over their business, which is a gender equality and rights’ issue, and promote the development of the young women’s businesses, which is a business support issue.

7 See documentation and tools provided by ILO WEDGE programme at <http://www.ilo.org/seed>

8 The ILO-WEDGE (Women’s Entrepreneurship Development and Gender Equality) programme has developed a series of tools in the field of enterprise management training for women., See especially ILO: *Gender and Entrepreneurship Together: GET Ahead for Women in Enterprise*, Bangkok 2004, a training package for poor women engaged in or wishing to start a small-scale business. It is a complete entrepreneurship training guide that differs from others by the fact that it treats entrepreneurial skills from a gender perspective. Tool 2 of Module 4.3 is an extract of this training package.

9 “Traditionally, men have been the primary beneficiaries when it comes to post-conflict land allocation, credit and formal employment schemes.” UN system-wide Policy paper for *Employment Creation, Income Generation and Reintegration in Post-Conflict Settings*, May 2008, Annex 2.

- To identify gender inequalities in (self-)employment of girl and young women participants, always ask the following questions:

Box 10.1.2

Ten key questions to ask in the gender analysis

The 10 questions	Object
1. Who does what? For whom?	Activities
2. How?	Means
3. Who owns what? Who controls what?	Resources
4. Who decides what?	Power
5. Who is responsible for what?	Responsibilities
6. Who earns what?	Income
7. Who spends what?	Expenditure
8. Who is entitled to what?	Rights/norms
9. Who enjoys what?	Effects/impacts
10. Who wins? Who loses?	

Source: ILO: Rural skills training: A generic manual on training for rural economic empowerment (TREE), Geneva, 2009, p. 227

- Identify and assess local gender-related barriers to the development and growth of enterprise developed by your project's female entrepreneurs, and **design strategies and activities to overcome such barriers** as:
- property rights (workplace, equipment), including land tenure rights;
 - legal or cultural restrictions on women entrepreneurship;
 - security issues;
 - access to (micro)finance, non-financial business development services (BDS), markets, business networks, business opportunities;
 - freedom of movement;
 - limited time available because of family responsibilities.
- **Monitoring that the young women entrepreneurs have full control of their business** should be part of the follow-up process during the whole installation and consolidation process. Pay attention to gendered division of labour in programme design: who takes decisions about use of money and other resources in the household?
- Contact successful local businesswomen to become **mentors** for some the project's young entrepreneurs.
- **Involve women's organizations**, including women entrepreneurs' associations, when starting and following-up on the business of female entrepreneurs.

- **Assess the gender-sensitivity of BDS providers involved in your project.** Identify strengths and weaknesses in their operations in respect to the needs of women entrepreneurs¹⁰. Ask the following questions:
 - Do they actually have female and male clients/beneficiaries?
 - Are their activities and services equally suitable for both women and men?
 - Approach and outreach: Does their approach really target businesses run by women and men?
 - Organization's Procedures: Are their organizational structure and procedures suitable for serving both women and men?
 - Resources: Do they allocate sufficient resources to work with women and men?
 - Strategies: Do their strategies, plans and objectives make specific mention of their work with women and men?¹¹
- **Facilitate the membership and active participation** of the project's girls and young women entrepreneurs in general local business associations and in local women entrepreneurs' associations¹², and their effective representation and voice.
- **Facilitate informal networking opportunities** with other women micro and small-scale entrepreneurs, especially with young women small-scale entrepreneurs (peer groups), for exchange of experience, information, and ideas.
- **Promote participation of girl and women entrepreneurs** in events like the "Month of the Woman Entrepreneur" (MOWE), organized in some countries, trade fairs and exhibitions¹³, or similar.

Disabled women entrepreneurs may cumulate gender- and disability-specific difficulties and discriminations.¹⁴

2.8 Membership of girls and young women in cooperatives

- As indicated in Module 5.2 on Cooperatives, being based on egalitarian principles, provide an **enterprise model** where young women and girls are less confronted with inequalities and gender-based barriers.
- **Make sure that prospective cooperatives keep a balance** between children and youth formerly associated with armed forces and groups and other conflict-affected children, and between boys and girls. Cooperatives composed of children and youth formerly associated with armed forces and groups only have experienced considerably more difficulties than mixed ones. The presence of other conflict-affected children has a positive socialization and regulation effect on children and youth formerly associated with armed forces and groups. The same positive experience has been made with cooperatives composed of girls and boys. For example, both sexes expressed more trust in financial management by girls. Furthermore, cooperatives adapt more easily to specific constraints of girls and young women, for instance to arrange working hours with childcare obligations. Cooperatives, being based on the principle of equality, also provide a better protection of girls and young women against exploitation and harassment than wage employment. However, concern about a balanced membership composition should not lead to violation of the principle of voluntary choice. When differences are important, for instance in age, "balanced" membership may in fact lead to profound imbalances in the functioning of the cooperative.

10 See tool 2 of module 5.1 on Follow-up of SMEs during start-up and consolidation.

11 Ibid.

12 See ILO/WEDGE: *Women Entrepreneurs' Associations (WEA). A Capacity Building Guide*, Geneva.

13 See ILO/WEDGE Guide *Improve your Exhibiting Skills* for women entrepreneurs.

14 For guidance on the participation of women with disabilities in entrepreneurship development activities see ILO: *Count Us In! How to make sure that women with disabilities participate effectively in mainstream women's entrepreneurship development activities*, Geneva 2008.

- Members of the cooperative have to elect the cooperative Committee, according to the internal regulations. According to general practice, a committee should not have less than five members, including the Secretary and the Treasurer. The implementing agency should **ensure that all Committee members are freely elected and not imposed**.
- The implementing agency should **promote the election of girls and young women** into the Committee.
- The implementing agency should be responsible for monitoring the respect of internal regulations, and cooperative principles and procedures in general. This also includes **supervision of respect for equality of girls**.
- Though experience with cooperatives/associations of your target group is in favour of mixed membership, women cooperatives have been very successful in all parts of the world. Whenever female beneficiaries come together to form a **women's cooperative, this should be encouraged**.

2.9 Financial services

- **Social follow-up for girls in microfinance is especially important.** Most evaluations of financial service providers report that women are more reliable clients than men, and microfinance is especially valued as a means for the empowerment of women. However, these positive statements hide a complex reality you should be aware of. In many cases, women are proportionally more affected by repayment difficulties than men, given the specific difficulties they face, and when it comes to loan decisions, husbands are in fact in a considerable number of cases the ones who decide. Women are often contractors of financial services, but the men decide about their use. Underlying cultural patterns are difficult to change. However, as indicated in Module 3 on Vocational orientation and counselling, the reintegration project may count on two powerful allies: the post-conflict setting with its opportunities for change in traditional gender roles, and, in many cases, the specific personality of these girls. In any case, protection of the independence of girls in running their business, including financial services, is a key task in following up on small-scale enterprises during start-up and consolidation.
- **Microfinance services should be closely monitored by your project.** Monitoring should always be gender-specific. The implementing agency should, among other items, monitor whether the decision to take a loan and the use of the loan is made by the girl beneficiary or by others (family members, husband/companion).

2.10 Assisting in obtaining and maintaining wage-employment for girls and young women

- **Encourage employers to give preference to women candidates** in case of equal qualification, especially if women are underrepresented among the companies' workers.
- **Monitor respect for the following concerns** during the agreed initial period:
 - Gender equality at the workplace should include: equal pay for equal work; equal access to promotion; no dismissal due to pregnancy; maternity benefits; no difficulties in returning to work after interruptions devoted to child bearing and raising; and measures to prevent, detect, and sanction sexual harassment in the workplace.
 - Provision of facilities for girls and young women, to balance family responsibilities and work, e.g. day-care facilities for those with child-caring responsibilities, flexible working hours and shift arrangements convenient for mothers of small babies, or maternity leave, as far as reasonable in the given context.
- Explicitly establish in the employment contract, and monitor during project duration, **the right of the girl or woman to become a member in a workers' organization**.
- Advocate her **equal access to representative functions** within the workers' organization.
- Monitor the young wage workers' **right to free expression and to social dialogue** in the enterprise during project duration.

- **Ensure participation and visibility of girls and young women in public events** in relation to economic development and reconstruction, like seminars, meetings, events in the media, organized by public authorities, international organizations, TC projects, or international NGOs.
- **Encourage participation of girls and young women in informal associations** in other than economic fields, like sports, culture, music, theatre, in community associations, women's associations, youth associations, etc. Community participation and recognition passes as much through such informal channels as through formal business organizations.

2.11 Employment-intensive investment programmes

- Some EIIPs employ high numbers of women. When placing women and girls in an EIIP, **ensure the existence of gender-specific measures and absence of discrimination** as in other wage-employment, especially:
 - the provision of day-care facilities for those with child-caring responsibilities; working hours and shift arrangements convenient for mothers of small babies;
 - equal pay for equal work, gender-responsive allocation of tasks;
 - measures to prevent, detect, and sanction sexual harassment in the workplace;
 - Information about HIV risks and risk prevention, possibility of referral to appropriate care, support and counselling services.

2.12 Micro health insurance

- **Assist project participants to determine and formulate their needs and concerns** in relation to health risks. Note that such needs are different for children, young men and young women, that disabled participants or participants living with HIV or family members living with HIV or AIDS may have specific needs, that needs differ according to the number of dependants, and that the same risk may affect each of them differently.
- **Assess available micro-insurance schemes** in relation to the needs and the payment capacities of the project participants. Ask whether it covers specific needs of girls and young women (e.g. pregnancy, maternity).
- **Ensure access to savings facilities** for girls and young women as an informal means of protection against risks.

2.13 Occupational safety and health and good working conditions

Girls and young women need consideration of specific needs concerning their working conditions, for instance those linked to pregnancy or childcare.

- Identify partners with some competency in OSH issues and make their assistance available to **evaluate hazards of the working environment** (workplace, tools, use of substances) of self-employed girls/women and eliminate or reduce safety and health risks. This should be done during installation of small-scale businesses and at regular intervals during consolidation of the businesses.
- When carrying out risk assessments for individual small-scale entrepreneurs or cooperatives, consider specific risks for self-employed girls and young women (workplace, tools, use of substances) and **elimination or reduction of such safety and health risks**. Encourage participation of partners with some competency and experience in the field, who may be women's associations or workers' organizations). This should be done during the installation of small-scale businesses and at regular intervals during consolidation of the businesses.

- **Include in all employment contracts** (wage employment, EIIP) and apprenticeship contracts for girls and young women:
 - Adjustment of working conditions (working hours, night work, position, organization of work process, toxic substances, etc.) which take into account their specific constraints.
 - Prohibition of dismissal due to pregnancy.
 - Maternity leave and maternity benefits.
 - Return to work after interruptions devoted to child bearing and raising.
 - Identification of the specific hazards of a given training and work environment (workplace, tools) for girls and young women.
 - Evaluation of the risks that the identified hazards present for girls and young women (for instance pregnant women, women bringing their babies to the workplace, etc.), and elimination of the risks from the training and work environment, or, if complete elimination is impossible, measures to reduce the risks, for instance through simple technical accommodations, protective equipment, etc.
- **Monitor respect of these clauses through regular visits.** If necessary, require assistance from local employment services, e.g. labour inspectors (if available).

2.14 Voice, participation and representation of girls and young women

Voice, participation, representation of girls/women should be encouraged through:

- project involvement in comprehensive recovery/development programmes;
- advocacy;
- through project implementation practice.

a) Project involvement in comprehensive recovery/development programmes

Voice, participation and representation may be denied to your project target group, and the solution may be essentially outside the reach of the project itself. Girls may be excluded from the community because of their past association with armed forces and groups, or because they belong to communities that had already been excluded prior to the conflict, or because women in general are denied full participation in community life. The problem of voice, participation and representation is thus not only to be seen as a problem of ill adaptation of the project's target group to civilian society, but also as a political problem of non-inclusive post-conflict reconstruction. Finally, voice, participation and representation of girls formerly associated with armed forces and groups and other conflict-affected girls should also be seen in the larger context of relative exclusion of girls in general from participation in decision-making in public affairs in many societies. Their full reintegration leads directly to the reformulation of gender policies.¹⁵

- **Integrate the project into comprehensive local recovery/development initiatives.** Such integration ensures in the first place that the needs of girls and young women are taken into consideration in local recovery/development planning, but also allows the participation of girls and young women formerly associated with armed forces and groups and other conflict-affected girls in local decision-making processes.
 - Ensure that girls/women are directly involved in the core group of local stakeholders by being represented at the local Forum (or similar institution).
 - Within the local Forum, promote strategies and policies that ensure community acceptance and inclusion of girls, including those with disabilities.

¹⁵ Equal rights, voice and recognition are fundamental components of "decent work", and the issue joins the ILO's agenda for decent work for all women and men.

- Promote sectoral policies at the local level that favour participation of girls, as youth employment or employment for women.
- Promote community acceptance of girls and young women who have chosen non-traditional gender roles in employment.

b) Participatory project implementation practice

➤ Ensure voice and full and equal participation of girls in project activities:

- Encourage girls to formulate their own vocational projects, especially when these do not correspond to traditional gender roles. This may also mean assisting them to liberate their own voice, which may be inhibited by their social environment.
- Encourage girls to claim recognition of specific constraints (household chores, child care obligations, restriction on mobility, etc.), and claim support of the project in reducing such constraints (for example through negotiation with the family).
- Encourage girls to express their concerns in matters of appropriateness and relevance to their needs with regard to the content and methodology of all project components.
- Ask girls and young women for advice on specific arrangements needed in project activities, e.g. child care facilities, possibility to bring their children to the training, separate toilet facilities, training hour arrangements, distance of training place from home, etc.

➤ **Violence against women and domestic violence** should be specifically targeted when efforts for female participation are made.

c) Advocacy

➤ Lobby for access of the project's women entrepreneurs to:

- relevant professional bodies, like business associations, artisans' associations, women entrepreneurs' associations, informal business networks;
- MFIs, informal credit associations;
- the Chamber of Commerce, or Youth Chamber of Commerce;
- participation in competitive bidding (tenders, subcontracts for employment-intensive investment programmes (EIIPs) or contracts with public administrations).

➤ Such lobbying should not only concern participation, but also **aim at promotion of equal chances** in accessing representative functions within such bodies, like becoming members of commissions.

➤ **Lobby for the presence of at least one girl or young woman** formerly associated with an armed force or group in **promotional activities** of such associations, for instance public meetings, fairs and exhibitions, and to be presented as such, or to be given the opportunity to talk in public about entrepreneurship of girls and young women formerly associated with armed forces and groups.

➤ **Promote community acceptance** of girls and young women who have chosen non-traditional gender roles in employment.

Module 10.2

Children and youth with disabilities

10.2 Children and youth with disabilities



What to consider?

Inclusiveness, self-determination, reasonable accommodation and equalization of opportunities are key elements of policies and programmes for persons with disabilities

Disability thinking and policies¹⁶ have undergone significant changes in recent years. Traditional approaches to disability aimed essentially at re-adapting persons with disabilities to society. However, present thinking considers that societies have to adapt so that people with disabilities and other minorities can fully participate. This move towards a social model or rights-based approach to disability has culminated in the adoption, in May 2008, of the UN Convention on the Rights of Persons with Disabilities (CRPD). The CRPD is the most recent of a long series of international legislative instruments and policy frameworks developed over the last few decades, including ILO Convention concerning Vocational Rehabilitation and Employment (Disabled Persons), 1983 (No. 159), and Recommendation (No. 168), as well as the ILO *Code of practice: Managing disability in the workplace*.¹⁷ These standards promote equal treatment and equal opportunities for disabled persons in work, training and through the establishment of vocational rehabilitation and employment promotion policies. For many years, the ILO has promoted the use of regular services for disabled persons, for vocational rehabilitation policies for women as well as men and for persons living in remote and rural areas while still allowing states to implement special measures for disabled persons, such as affirmative action.

All essential elements of the CRPD, such as inclusiveness, self-determination, reasonable accommodation and equalization of opportunities, have been formulated and advocated for many years by disabled persons organizations (DPO) themselves, and are gradually gaining universal acceptance. In traditional disability policy, non-disabled “specialists” decided what was good for disabled persons, as objects of disability policies and programmes. Disabled persons increasingly contested such a concept and claimed their right to be the subject of decisions concerning their life (“Nothing about us without us”). Most DPOs began to adopt the human rights approach to disability and required “equalization of opportunities” and to be treated, as far as possible, in an inclusive way in ordinary institutions, instead of being treated in parallel specialized service systems and programmes, many of which were inferior to those used for the general population. Inclusiveness and equalization of opportunities mean that ordinary social and economic life provides accessibility, be it physical or communicational, for disabled persons to fully participate in society. The rights-based approach to disability insists on the principle that such adaptation of the social and physical environment is not a charitable concession to the specific needs of people with disabilities, but the recognition of the equal rights of all citizens, disability being understood as a form of social diversity. A society proves its degree of democratic maturity by the respect for its minorities, in a “society for all”. In effect, many accommodations of the social and physical environment to suit disabled persons have proved to be profitable to all; for instance: wider aisles are better for safety, good signage means everybody can find their way, ramps make it easy for bicycles, people with carts and others to have access.

¹⁶ Implementing agencies should clearly understand that disability is a multidimensional and not simply a medical concept. The “International Classification of Functioning, Disability and Health (ICF)”, adopted by WHO in 2002, distinguishes between body functioning, participation, and the environment (for an introduction to the concept, see WHO: *Towards a Common Language for Functioning, Disability and Health – ICF*, Geneva, 2002).

¹⁷ ILO Convention No. 159 calls upon countries to base their national policies on the principles of: equality of opportunity, equality of treatment, mainstreaming of training and employment opportunities, community participation, tripartite consultations involving public authorities, worker and employer representatives, and consultations with representatives of and for disabled persons.

Of course, inclusiveness does not exclude specific measures to address needs when necessary, for example educational accommodations for deaf or for blind children. But such specific services are to be considered themselves as means for integration, and ought to be limited to effective specific needs that cannot be provided for in ordinary structures. However, in the past, vocational rehabilitation centres for disabled persons, to take just that example, were crowded with people who, with some moderate training and workplace accommodation would have been perfectly able to follow vocational training in ordinary vocational training centres, or in apprenticeships.

The present
“how-to” guide
firmly adheres
to the
rights-based
approach to
disability

Inclusive responses to the specific needs of project participants with disabilities are integrated into technical modules wherever appropriate. One of the basic principles is that people with disabilities can and generally want to work, if appropriate and “reasonable” accommodations are provided at the training and workplace. Many people still have difficulties in accepting this simple principle, and sometimes, even disabled people themselves find it difficult to see themselves as productive workers. For too long, disabled persons who were perfectly able to do productive work have been kept, alongside with severely disabled people, in special centres, known as “sheltered workshops, welfare enterprises, or production workshops”. In the case of project participants with disabilities, especially those with disabilities resulting from war, despair may be so profound that the young person may have lost the necessary self-esteem to think seriously about economic reintegration. It is certainly traumatic to become disabled by participating in war while still a child. The implementing agency has to ensure the necessary psychological counselling and support to build and maintain self-esteem and assist with the emotional and other adjustments it requires. Psychological support may be necessary during an extended period, and not only during the orientation phase, perhaps even throughout the duration of the entire project. Particular attention should be paid to ensure the successful participation of disabled girls/women in the reintegration project. Social stigma may be even stronger for them than for boys/men. The ILO WEDGE and disability programmes have developed specific guidance and tools on women entrepreneurship that will be useful for the reintegration project.¹⁸

The
implementing
agency needs to
be informed
about good
support services
for disabled
persons

In post-conflict settings, many of the specific competencies, services or policies which would normally be required for successful economic reintegration of project participants with disabilities might not be available or functioning properly. These could include: educational accommodations for the deaf or blind, assistive devices, orthopaedic surgery, specialists for vocational evaluation of disabled participants, employment placement services, or job coaching. In addition quota systems to promote wage employment for disabled workers may be lacking, or, if such legislation exists, enforcement procedures and capacities, technologies for workplace accommodation, etc., may be missing. As with all other participants, the implementing agency has to make do with what is available. But the implementing agency should be informed as to the appropriate support services for disabled persons, what can be done under the given post-conflict conditions, and eventually search for possibilities to motivate such services to settle in your project area.

Impairments
differ in form
and in level and
require
individualized
accommodations

The “how-to” guide talks about “disabled” beneficiaries, but disabled persons are not a homogeneous group. Impairments differ in form and in level. They may have been acquired before the conflict (for some of the “other conflict-affected children”¹⁹), or during conflict while being in the armed forces or groups. Disabled project participants share the handicap of widespread social exclusion, which requires the sensitivity of the implementing agency and of all other intervening partners, as well as special

¹⁸ See related paragraphs of Module 5.1 and Annex III on Recommended reading.

¹⁹ See the Introduction of this Guide and Module 1 on Identification of the target group.

advocacy and access facilitation capacities. However, as regards technical support, their needs may be very individualized. Some may require no or few accommodations, others will need more. Some may require accommodations of the physical training environment or workplace, others adaptations in communication, such as instruction in Braille or sign language. Each disabled participant needs the type and level of reasonable accommodation according to his or her needs and specific impairment. “Reasonable accommodation” means: necessary and appropriate modification and adjustments not imposing a disproportionate or undue burden, where needed in a particular case, to ensure to people with disabilities the enjoyment or exercise on an equal basis with others of all human rights and fundamental freedoms. The need for accommodations is not evaluated on the disability alone but on the person’s impairment in relation to the environment. If the environment is based on universal design, there are few individual accommodations that are needed from the perspective of the built or physical environment. If a person has a back injury and has a job where he or she does not have to carry heavy objects and can walk around periodically as part of the job, no accommodation may be required. So, the need for accommodation is not disability-specific but an interaction of the impairment with the environment or training and work conditions.

The present module starts by presenting some of the issues that have to be considered throughout the entire economic reintegration process, and then examines specific issues for each component, following the project cycle. Guidance provided in this module puts together under the disability perspective what has already been said in the sector-specific perspective. However some issues, that would have interrupted the flow of the technical presentation, are treated here in a more comprehensive way.



What to do, how to do it?

1. Disability issues to be considered throughout the economic reintegration process

- **Disabled project participants should be involved in planning** of all services and activities of the project, in order to ensure accessibility and inclusiveness of the project. Disabled persons know best about necessary accommodations. Avoid making assumptions about what they want or need at their place, communicate with them.
- **Disabled project participants require additional conditions and services** for full participation in the project. These include:
 - Counselling and psychosocial support to help overcome the additional trauma of the disability, restore and strengthen self-esteem, reduce vulnerability.
 - Reasonable accommodation of the training, workplace, and built environment in terms of physical and communicational accessibility, so that people with disabilities can fully participate. People with different types of impairments will require different accommodations. Accommodations should be “reasonable”, i.e. the costs should be affordable by the project, or the project partner.
 - Disability-sensitivity and competency of the implementing agency and all other intervening partners; make “disability equality training” (DET) available to project partners. Such sensitization and training may be provided by disabled persons’ organizations (DPOs), the local ministry of social affairs representatives competent in the field, other NGOs working in the disability field, and should be available all through the project cycle, for new partners entering in collaboration with the project at different stages.
 - Specific advocacy and access facilitation efforts of the implementing agency. Capacity to challenge and deal with prejudices about disability among the project beneficiaries, project partners, and the community at large.
 - Access to additional medical rehabilitation services and appliances (including assistive devices, orthopaedic surgery), if available.
 - Need for psychosocial support may be particularly strong for children injured during the conflict, as the additional trauma resulting from the injury may be so devastating that it jeopardizes the coping capacity of the young person. But all other aspects are equally important for those with disabilities acquired before the conflict.
- **Inclusiveness** should not be a shallow slogan, but be meaningful, which requires that services, tools, procedures are implemented in a way that offers full participation of beneficiaries with disabilities. The mere possibility to learn and work together with other young people and not be put into segregated structures (or to be left out altogether of the reintegration process) is decisive for the emergence of a positive self-perception indispensable for social and economic reintegration. This may even be more important for disabled girls and young women, as negative attitudes and exclusion are often even stronger for them than they are for disabled boys and men.
- Ensure that “**extra**” support to the project’s disabled participants **does not serve to stigmatize them** in relation to other project beneficiaries. In order to achieve this, clear communication on the subject should be practiced throughout the project lifetime.
- **Involve DPOs in all stages** of the reintegration process. DPOs can be valuable allies for advocacy, and in many cases also providers of specialized knowledge and competency about disability and the world of work. They may provide sign language translators, printing in Braille, etc. needed for economic reintegration. DPOs may also be useful for the emergence of self-help groups of disabled youth.

However, some DPOs may still be operating along the traditional lines of service provision, advocacy and even charity thinking and might still have little understanding of business issues and economic reasoning.

You therefore should be careful about the choice of DPOs as project partners. Provide, if possible and necessary, training and sensitization on project objectives and procedures, and use DPOs in fields where they are not only very effective, but may be irreplaceable, as in advocacy or peer group support.

- The project can render a great service to DPOs, and thus to disabled people in general, by **strengthening their capacity** to render economic advice and capacity. There is thus a double sensitization and training requirement: develop entrepreneurship capacity of DPOs, and develop disability sensitivity and competency of sectoral partners.
- **Involve other partners** with competency and experience in working with disabled people, including specialized NGOs, local services of ministries of social affairs, education, or health.
- Disabled entrepreneurs may need **assistive devices**, some of them may be quite expensive and difficult to find locally, such as wheelchairs. Even simple and cheap devices may be difficult to find in post-conflict settings. DPOs should be approached regarding assistive devices, as people with disabilities themselves should know how to secure such devices and where they are least expensive. Whenever possible, locally produced devices should be used so that repair is possible. Develop partnerships with specialized organizations, like Handicap International, or specialized technical cooperation projects and agencies, to try to obtain this kind of support for your project's disabled beneficiaries.
- **Involve employers' and workers' organizations and other business associations** in all disability sensitization and DET activities get their advice on fund raising for assistive devices, on training curricula, as well as on self-employment or placement activities based on their knowledge of commodity and labour markets, etc.
- In several modules, **the positive value of mentorships and role models** has been highlighted. Such methods will be particularly beneficial to the groups of disabled participants throughout the project.

2. Disability issues to be considered in sectoral components

2.1 Identification of the target group

- **Encourage registration** of young persons with disabilities, especially those wounded during the conflict (as well as other minorities). War-disabled children may be in hospitals or elsewhere out of their community, as a result of the disability. Special efforts should be made to identify and include them in the programme. Inform such young persons about the project, its intention to include disabled children and youth formerly associated with armed forces and groups and other disabled conflict-affected children in the project. Use a variety of outreach methods. DPOs may be helpful in identifying them. Invite DPOs to participate in establishing the lists of potential participants.
- Though **"need for economic assistance"** is not an eligibility criterion, you should make sure that the lists of potential participants focus on this element in order to allow for selection of those most in need for assistance at the next step; establish quantifiable criteria for prioritization of needs for economic assistance. Disability should be considered as such a vulnerability criterion. Disability very often goes together with other indicators of vulnerability, like lack of income generating activity, low level of education and training, or community exclusion.
- **Disability should be among the data to be collected for registration of participants.** It is the implementing agency's responsibility to ensure that psychosocial and medical rehabilitation services, when needed, are provided by competent agencies and coordinated with economic reintegration services. All data should, of course, be sex-specific.

2.2 Local economic and social environment assessment and coordination

- **Organize consultative meetings** with all competent local stakeholders to identify together employment opportunities, and **include DPOs**. Participants should not only be especially knowledgeable

about the local social and economic situation, but should also represent as wide a social spectrum as possible, including vulnerable groups. DPOs know best about the situation of people with disabilities in the project area, especially under conditions where official employment services are not functioning and/or special employment placement services for people with disabilities may not exist (any more). Such meetings will provide insider information on employment and income generating opportunities. They may also open up direct contacts with potential employers or service providers, and thus prove to be an excellent opportunity for sensitization on the problem of inclusion of people with disabilities in general and disabled children and youth in particular. This approach has proved most successful in identifying local employment opportunities.

- The **territorial diagnosis** should include data on different types of disability in the local population. Data on disability should of course be sex-disaggregated.
- Although, whenever possible, inclusion should be the overall principle, the institutional mapping exercise should include **disability-specific services**, such as schools for deaf and for blind children, vocational rehabilitation centres, specialized services in the ministries of social affairs, education (special education), and health, special placement services for disabled job-seekers, agencies specialized in the provision of technical aids/appliances, medical rehabilitation services, including orthopaedic surgery, DPOs, and NGOs and other services that also include disabled persons among their target groups and have the expertise to address disability issues. Institutional mapping should not only provide data on the existence or not of such services in the local community, but in particular on their institutional capacity for service delivery. In post-conflict settings, such services may only have a nominal existence. DPOs may have poor technical and conceptual capacities to support economic reintegration (see above), but may be very useful for advocacy and peer group support. Such **differentiated institutional capacity analysis** is essential to make institutional mapping exercises practically useful.
- When identifying local employment opportunities, consider that even in immediate post-conflict recovery, there should be no compromise on **basic labour rights**. Such basic labour rights also include **equal access** of young persons with disabilities to jobs for which they are qualified and that can be made easily accessible to them by reasonable accommodation.

2.3 Vocational orientation

(i) Vocational evaluation

- Vocational evaluation should also **include exploration of physical abilities, impairments/disabilities**. Creative adaptations of ordinary evaluation techniques, job or task try-outs, practice sessions and other situational means may be used to determine abilities along with interviews and assessment measures that will be used with non-disabled project participants. Assessments may be carried out by a vocational guidance officer or by a placement officer within the employment placement service.
- In some cases, **medical reports** may be part of the evaluation evidence. However, such information should only be provided with the free consent of the disabled person him/herself.

(ii) Vocational counselling

- Persons with disabilities often underestimate their potentialities. If you notice during an interview that this is obviously the case, explain what other young people with disabilities are doing elsewhere. You, or/and the counsellor, should be informed about employment options for people with disabilities; if possible, one of the counsellors should have special training/experience in vocational counselling of persons with disabilities. Also encourage alternatives, strengthen self-esteem of project beneficiaries with disabilities, when needed. It is important for the person providing the counselling to discard their preconceived notions about what a person can or cannot do and to provide, whenever possible, **role models of disabled persons** who have succeeded.
- **Explain possibilities** of workplace adaptation, assistive devices, specialized training and other **support** the project is able to provide: the young persons with disabilities will be aware of a wider spectrum of options when visiting job fairs and employers.

- Consider, as in the case above, that the **importance of non-economic factors** in the choice or refusal of opportunities for disabled children and youth formerly associated with armed forces and groups and other disabled conflict-affected children imparts a key role to your intermediation between the community and the young person.
- On the other hand, young persons with disabilities may also overestimate their possibilities. As with all other participants, **vocational counselling** has the delicate task of matching their expectations with reality.

2.4 Vocational skills training, informal basic education, and entrepreneurship training

- **Include project participants with disabilities in your training programme on equal terms.** This cannot be taken for granted: many people, including people with disabilities themselves, do not believe that people with disabilities can work. The first task, therefore, is to make specific efforts to include project participants with disabilities into the training programme and to sensitize training providers on disability issues. The basic principle is to provide access for project participants with disabilities into ordinary training facilities, whenever possible. Experience shows that with often minor accommodations, the possibilities for inclusion into ordinary training programmes are considerably greater than generally accepted.
- **Job coaching, on the job training or peer training** are increasingly being used with disabled persons and can work well in post-conflict situations where other options for training are limited.
- When assessing the adequacy of the available training supply in relation to your project's training needs, examine whether the training offer is accessible to the project's disabled participants. **Accessibility** includes physical accessibility, communicational accessibility, and accessibility of training tools, like training texts in Braille, sign language interpretation, using large print and securing hearing aids, etc. In conflict-affected poor countries, some of these access-facilitating tools may not be available. If a young person became deaf or blind as a result of conflict, he or she may not yet have learned sign language or Braille. Illiteracy or low literacy of disabled young persons may constitute an accessibility problem.
- When selecting the person/agency in charge of training components (vocational skills training, informal basic education, entrepreneurship training), you should consider whether the **agency/trainer is sensitive to equity issues and the specific needs** of trainees with disabilities, and able and willing to strengthen self-esteem of trainees with disabilities, when needed.
- Define and negotiate with training providers reasonable accommodations of training places, as necessary, like ramps for wheelchair access, and simple adaptations of tools and training posts. **Select those training providers that are willing to make such necessary accommodations** for participation of children and youth with disabilities. This also applies to contracting master craftspersons for informal apprenticeships.
- Organize (either provided by yourself, or subcontracted) **training of training providers**, including master craftspersons, on the issue of disability at the workplace. Training of training providers should not be simple training on "techniques", but be "disability equality training" (DET) and sensitize trainers to a rights-based understanding of disability.
- Vocational skills training for disabled participants may require a combination of inclusive training parts together with **complementary disability-specific training components**. Such complementary training components may be required by the needs of disabled participants that cannot be readily satisfied in an inclusive/integrated manner or because disabled participants may feel more comfortable being in a peer group of disabled youth, for instance in training or education to catch up with their non-disabled peers. Look for assistance for the training of project participants with disabilities through specialized agencies (e.g. Vocational rehabilitation centre or specialists, teachers from special schools for deaf and blind children), and coordinate disability-specific and inclusive training components. Disability-specific training components should always be understood as a stepping-stone in order to be able to follow inclusive skills training programmes. You should be careful not to be trapped in developing new segregated forms of training, because it may be easier to do so or results may be faster. Separate training should remain supplementary training in core skills and "feeder training".

- Adapt and ensure the **relevance of training materials** to disabled participants.
- Consider that some trainees with disabilities may also need **medical rehabilitation** during the training period. Training hours should be adapted to such specific needs.
- Entrepreneurship training should explicitly **treat issues of special concern to entrepreneurs with disabilities**, like accessibility of workplaces and workplace adjustments, and promote equity for entrepreneurs with disabilities, especially women entrepreneurs with disabilities. Entrepreneurship training should cover issues like accommodations in the social, training, work and built environment, or the potential of cooperatives for disabled entrepreneurs.
- Training providers should collect information on needs for reasonable accommodation of disabled participants and adaptation of training material, and **make arrangements** accordingly in advance of training sessions.
- When negotiating informal **apprenticeship** contracts, negotiate, if necessary, **special arrangements** for combination of training components that may have to be provided in Vocational Rehabilitation Centres, and the apprenticeship.
- Coordinate with local authorities (for instance local representations of Ministry of Health or Ministry of Social Affairs) or specialized NGOs (like Handicap International) for the **provision of technical aids and appliances**, like wheelchairs, crutches, white cans, Braille-writers, etc.
- **Include local DPOs** in planning and implementation of all items mentioned above.
- The implementing agency and project partners involved in **training components** should pay particular attention to **stimulating team spirit and solidarity** between disabled and non-disabled participants and to deal with prejudices.
- Ensure that trainees with disabilities have the possibility to **voice their opinion** about training content and methodology and are enabled to fully participate.

2.5 Life skills training

- Provide **psychosocial support** to disabled participants to strengthen their capacities to cope with the psychological trauma of disability and to recover self-esteem. In severe cases, specialist support by psychosocial counsellors may be required, and if necessary, you should make such support available. But helping to cope with trauma does not necessarily require specialist support: self-help peer groups are a powerful means to overcome trauma, and DPOs may constitute useful frameworks for the emergence of such groups. The implementing agency should encourage the emergence of such self-help peer groups. Furthermore, an inclusive, solidary, respectful way of functioning of the reintegration project itself, the day to day experience of being able to learn together with other non-disabled youth and to prepare an economically productive life is in itself the best psychological support the project can provide. Some skills/behaviour essential for entrepreneurship, that may be inhibited by psychological trauma, should be focused on, like risk evaluation and risk taking, being innovative, communication skills. It is the implementing agency's responsibility to ensure a supportive project environment.
- Life skills training for disabled participants may include **learning to make use of technical aids** in practical everyday life: how to move around with a white cane, or in a wheelchair, how to use crutches, learn to read and write in Braille, etc. These are specific life skills disabled participants have to learn to participate in the project and finally reach economic independence. Instructors of special vocational rehabilitation centres, specialized NGOs, or DPOs may be able to provide training in these fields. Organizations of/for the Blind should be consulted to secure mobility and orientation training for people who are blind; similarly, organizations of the Deaf should provide advice about sign language and the availability of instruction in the community.
- Life skills training for disabled participants includes **learning how and where to get** specialist support, information on existing public services, accessibility of public administrations, regulations concerning disability (for example quota legislation, free public transport, etc.), and the rights of disabled persons. Local DPOs are in good position to provide such information and training.
- Life skills training for disabled participants includes learning how to deal with prejudices. Disabled participants need to be **empowered to address prejudices and learn about their rights**.

- Finally, life skills training concerning disability also means **sensitizing** and training the other, non-disabled participants (and project partners) to challenge their prejudices and change attitudes and behaviour towards disabled persons.

2.6 Follow-up on small-scale enterprises during start-up and consolidation

During the vocational orientation process, the choice of some project participants with disabilities to start self-employment had been evaluated in relation to the disability and considered as feasible. Required accommodations were judged to be “reasonable”, and available business and disability-related support as adequate. At present, such support has to be mobilized. Guiding principles should be inclusion whenever possible, equal rights and equal opportunities.

- **Supplementary costs for workplace accommodation** are to be considered as part of the provision of equal opportunities for access of the disabled new entrepreneur to entrepreneurship and should thus be included in the installation grant for the project’s disabled new entrepreneurs. When assisting the new entrepreneurs in finding suitable places for the installation of the businesses, check the appropriateness of the workplace to the disability (e.g. accessibility for wheelchair users) or provision of necessary accommodation (e.g. installation of a ramp). Equipment bought for disabled entrepreneurs should be adjusted to the disability.
- Ensure equal and inclusive access of your project’s disabled young entrepreneurs to **BDS and follow-up services** as a question of equal rights.
- **Ensure the participation** of your project’s disabled young entrepreneurs in all decisions concerning their business and the related follow-up services.
- Assess and ensure the **sensitivity of BDS providers** to disability issues and their **capacity** to provide services to disabled entrepreneurs:
 - Identify strengths and weaknesses in their operations in respect of the needs of entrepreneurs with disabilities. Ask whether they have or had clients with disabilities and which specific services they were able to provide to them.
 - Check physical (e.g. ramps) and communicational accessibility of their services/offices to disabled entrepreneurs, including your own services/offices.
- Develop **individual, tailor-made service agreements** with the selected BDS provider(s) for each of your project’s disabled entrepreneurs.
- When looking for informal BDS providers, also **consider DPOs**.
- **Organize disability-related capacity building for BDS providers**, by mobilizing competent partners, for instance public services in charge of disability-related programmes and services (local health, social affairs, and special education services), technical cooperation projects, and DPOs. Your own organization should benefit from the disability capacity building, in order to be able to run the overall coordination of services for disabled beneficiaries.
- Organize **meetings and perhaps mentorships** with successful disabled entrepreneurs, if the disabled young person wants this. Mentorships of disabled youth by non-disabled entrepreneurs should also be considered.
- **Promote accessibility of public administrations** providing services for entrepreneurs.
- **Involve DPOs in follow-up** of disabled entrepreneurs, and membership of the entrepreneur in the DPO, but be aware that DPOs vary widely as regards support capacity and even understanding of enterprise development of their members.
- Encourage disabled persons to also get involved in **business associations** of the general population.
- Provide **continued psychological support** to the young disabled entrepreneurs whenever needed. The psychological trauma linked to the disability may lead to temporary discouragement and lack of

self-confidence, which are particularly damaging to entrepreneurs. Encourage whenever they may get discouraged.

- Ensure the participation of your project's disabled entrepreneurs in all **promotional activities** you may organize, for example trade fairs and exhibitions.
- Facilitate the **effective membership, and voice**, of the project's disabled entrepreneurs in local business associations.
- **Disabled women entrepreneurs** may accumulate gender- and disability-specific difficulties.²⁰

2.7 Cooperatives

- **Promote membership of project participants with disabilities in cooperatives.** A person with a disability may be disabled in one respect, but remains fully functional in all other respects. Cooperatives allow matching a disabled person's abilities with those of non-disabled members in a way that the productivity of the cooperative as a whole remains unchanged. A wheelchair-user may be most productive when other members of the cooperative engage in certain tasks that involve quick mobility or carrying cumbersome objects from place to place; there are many examples of agricultural cooperatives where blind members are as productive as any non-disabled member. In many cases, collective organization of tasks allows for building on strengths and limiting weaknesses of individual members. Even when it is not possible to completely compensate for the disability of a member and a supplementary expense for workplace accommodation or special equipment is necessary, the cooperative principle of equity, which weighs more than equality, makes the cooperative a good workplace for persons with disabilities.
- The implementing agency should be responsible for **monitoring the respect of internal regulations and cooperative principles and procedures** in general. This also includes supervision of respect of equality of members with disabilities.

2.8 Access to financial services

- Promote, but do not impose, inclusiveness of participants from excluded groups in solidarity groups, like project beneficiaries with disabilities, members from minority groups or participants with psychosocial difficulties. However, given the moral and material commitment, **mutual trust and voluntary association** have to remain the key criteria for group formation.
- Some microfinance institutions (MFIs) may be reluctant to accept disabled clients, especially for micro-credit, because prejudices make them believe that disabled people cannot pay back loans. Firm support of solidarity groups to their disabled members and special advocacy efforts of the implementing agency are required to counteract such **prejudices**.

2.9 Assistance in obtaining and maintaining wage employment

It should be well understood right from the start that in the long term, a strategy of "charitable" placement of disabled beneficiaries in wage employment is counterproductive. The aim should always be to promote placement of a disabled person on the basis of equal professional competency with non-disabled competitors.

- Keep employment-relevant public services, agencies, programmes **regularly informed about progress of your project**, about numbers of beneficiaries with acquired qualifications, competencies and certificates, check regularly for available vacancies and lobby for placement of beneficiaries with adequate qualifications in suitable employment. Keep employers' and workers' organizations involved. Among the services, agencies and programmes that should be regularly informed and consulted, are:
 - **public employment services (PES)**, eventually emergency PES, job placement services, etc. on regional (District) and local levels; job placement services sometimes have special units catering for disabled job-seekers; the recent tendency towards "one-stop shop" services facilitates, which means

²⁰ For guidance on the participation of women with disabilities in entrepreneurship development activities see ILO: *Count Us In! How to make sure that women with disabilities participate effectively in mainstream women's entrepreneurship development activities*, Geneva 2008.

access to specialized placement services for disabled persons through general employment services, is favourable for inclusion;

- **public administrations** that may be running employment programmes for specific groups, often with financial and technical support from TC projects: youth employment (ministry of youth and sports), employment for women, or employment for people with disabilities (ministry of social affairs). However, it should be noted that the traditional way to charge the ministry of social affairs with all sectoral aspects for disabled persons, including employment, has strongly contributed to the non-inclusive treatment of disability in a social affairs ghetto, and has remained largely inefficient as regards employment. Social affairs ministries cannot be specialists in all sectoral fields, and thus tend to provide second-hand services to disabled people in all fields, at the same time reinforcing the good conscience of the sectoral services in excluding disabled persons, as they are already taken in charge by the social affairs. The inclusive approach to employment of disabled persons implies that disabled persons have a right to benefit from the ordinary employment services set up for all citizens.
- **Collect employment-relevant information** and seek advice on disability legislation and regulations (for instance existence and content of a quota system), possible workplace accommodations, sources of technical and financial support for employment of people with disabilities.
- The implementing agency can improve chances for access to wage employment by providing some of the following **incentives**, according to your possibilities. In the case of former apprentices, such incentives may be provided to the former master craftsman or entrepreneur to keep the former apprentice as an employee, or to other potential employers. In case of employment of beneficiaries with disabilities:
 - Mobilization of funds to contribute to the costs of reasonable workplace accommodation.
 - Coaching and supplementary training of employees with disabilities through specialized agencies (e.g. vocational rehabilitation centre or specialists, teachers from special schools for deaf and blind children) during the initial employment phase.
- **On-the-job-training and job coaching** for an initial employment period have proved to be a particularly appropriate ways for disabled persons to enter into wage employment. The project may take in charge the additional costs, or compensate by incentives provided to the employer.
- If available, a beneficiary with a disability may also pass through a limited period of working in a **special production unit** (“sheltered workshop” or similar) before he/she enters in open employment, in order to get used to working environments and to develop working capacity. Such employment in a sheltered environment should be considered for a shorter period, and the implementing agency should ensure effective transition to open employment. Short-term work in a sheltered work environment may also serve to refine vocational assessment of the disabled beneficiary. Sheltered workshops, however, should not be considered as an option if other workshops are available that provide real work, appropriate pay, learning opportunities, and that transition people to other more inclusive settings that are community based, (i.e. do some level of community-based work rather than only segregated work), and strive for rehabilitation, training and community inclusion. Such workshops which also provide business development training, job placement services, supported employment or job coaching ensure that disabled persons are more likely to have opportunities to enter the regular workforce.
- Yet another way to test the capacity of a disabled beneficiary consists of **“work trials”**. The implementing agency may arrange work trials with employers in order to introduce the disabled person gradually to the employer and to overcome his possible reluctance to take the person into employment. The disabled beneficiaries may have their chance to prove their capacities. In any case, work trials provide a first work experience and may be valued as a reference in the CV of the young persons. A negative work trial experience may indicate that the disabled person needs supplementary training or vocational reorientation into other jobs.
- Employment of a disabled project beneficiary may require an **initial workplace analysis**: accessibility of the premises, availability of public transport, appropriateness of the technological environment, and, if necessary, reasonable workplace accommodation.
- **Monitoring of respect for agreed employment conditions includes:**
 - non-discrimination of employees with disabilities, equal opportunities for advancement and training;

- analysis of existing jobs to find out which job can be done by which person, and provision of reasonable accommodation of workplaces.

The project may be able to mobilize technical expertise and financial means for such accommodation. Most accommodations provided for disabled employees are in fact beneficial for all employees.

2.10 Integration into employment-intensive investment programmes

EIIPs offer employment opportunities to persons with disabilities either within the EIIP itself or through induced self-employment opportunities (production and repair of light tools, catering on the workplace, etc.). There are excellent examples of persons with disabilities doing construction work. The EIIP projects in Cambodia actively engaged people with disabilities.²¹

- Negotiate with the beneficiary and with EIIP managers the **modalities for participation of disabled young persons in the EIIP**, including reasonable accommodation or adaptations of tools or equipment for disabled persons.
- Adjust tools or make other **reasonable accommodations** so that disabled workers can be included.²² However, do so in collaboration with the disabled worker so that the adjustments are suited to their needs and to ensure that they will, in fact, use the adapted tool or device.
- **Assist disabled micro-entrepreneurs to occupy “niches” in employment** induced by EIIPs, as for example catering for workers at the site of the EIIP, or production and repair of small tools. Such employment is of course not more sustainable than working within the EIIP, but experience shows that it provides good opportunities for those persons that have poor chances to enter EIIPs as workers, for instance people with disabilities. For them, too, EIIPs offer relatively stable markets over a predictable period of time.

2.11 Social protection: Micro health insurance

- **Assist project participants to determine and formulate their needs and concerns** in relation to health risks. Note that such needs are different for children, young men and young women, and that disabled participants or participants living with HIV or who have family members living with HIV or AIDS may have specific needs, that needs differ according to the number of dependants, and that the same risk may affect each of them differently.
- **Check information provided by the individual beneficiaries’ profiles** to determine availability or absence of other, informal social protection for each participant (i.e. living in his home community, with his family of origin, physical assets like land or housing), or specific needs (disability, isolation, family members living with HIV or AIDS, husband/wife/companion, number of own children, etc.).
- **Assess available micro-insurance schemes** in relation to the needs and the payment capacities of the project participants. Ask questions including the following:
 - Does it cover specific needs of disabled participants?
 - Does it cover disability risks, i.e. the risk of permanent incapacity to earn a living?
 - Does it cover disabled dependents?
- **Try to ensure the continued participation** after the initial period of particularly vulnerable project participants, like those affected or infected by HIV, or participants with disabilities,²³ by exploring, if necessary, other resources (e.g. technical cooperation projects in the health sector, subsidies, etc.).

21 See ILO: *The Work of Giants. Rebuilding Cambodia*, Geneva, 2002, for the interesting experience of Cambodia, where large numbers of war-disabled persons had been successfully integrated into the EIIP recovery programme in this way.

22 For details, see D. Dilli: *Handbook Accessibility and Tool Adaptations for Disabled Workers in Post Conflict and Developing Countries* (Geneva, ILO, 1997).

23 Do not ignore the fact that a disabled person could also be a person living with HIV or AIDS.

- Micro-health-insurance schemes for participants with disabilities **should cover specific health risks linked to the disability**, e.g. need for regular check-ups, replacement of assistive devices, orthopaedic surgery. Some disabilities also require treatment of induced health problems which should be covered.
- Micro-health-insurance schemes for all participants (and dependants) should cover **disability risks**, i.e. the risk of incapacity to earn a living.

Even under ordinary conditions, it is rare to find micro-health-insurance schemes in poor-income countries that cover such risks. It is clear that implementing agencies should make all efforts to get access of the target group to such services, but **may fail**. As for all other activities proposed in this Guide, economic reintegration services will not be able to go (much) further than the general socio-economic allows to do.

2.12 Occupational safety and health and good working conditions

It has been noted that participants with disabilities sometimes need workplace accommodations. Their specific disability might preclude certain types of work as well. For example, a person with a seizure disorder should not operate equipment. However, with proper job matching, people with disabilities can do many types of jobs. In formal work-settings in industrialized countries, people with disabilities actually have fewer accidents than non-disabled persons. The risks in post-conflict work settings, where occupational health and safety precautions are not well developed, may pose some specific risks depending on the nature of the work and the person's disability. These two factors, the disability and the environment must be considered.

- **Include in all training and employment contracts for project participants with a disability:**
 - Adjustment of working conditions (working hours, position, organization of work process, etc.) to the specific disability of the participant.
 - Identification of the specific risks a particular training and work environment (workplace, tools) presents for a participant with a given disability.
 - Evaluation of the risks the identified hazards present for the disabled participant.
 - Elimination of the risks from the training and work environment, or, if complete elimination is impossible, measures to reduce the risks, for instance through simple technical accommodations, protective equipment, etc.
 - Consultation with agency/ies competent in the field of disability and/or ergonomics, if available.
 - Medical follow-up of the disabled worker, if required by his/her disability.
- **Monitor respect of these clauses through regular visits**, if possible in company of an agency specialized in the field of disability, for example a DPO.²⁴
- When carrying out **risk assessments** for individual small-scale entrepreneurs or cooperatives, consider specific risks for self-employed disabled participants (workplace, tools, use of substances) and elimination or reduction of such safety and health risks. Encourage participation of disabled persons organizations and other partners with some competency and experience in the field. This should be done during installation of small-scale businesses and at regular intervals during consolidation of the businesses.

24 Consult ILO: *ILO Code of practice: Managing disability in the workplace*, Geneva, 2002, and other documents on inclusion of persons with disabilities on the website of the ILO Skills and employability department.

2.13 Voice, participation, representation

a) Project implementation practice

- **Do not make assumptions about disabled participants and what is good for them:** listen to/communicate with them.
- **Ensure participation of beneficiaries with disabilities in project planning.** Disabled participants know best about specific interventions necessary to allow their full participation in project activities and how to organize project components in order to be disability-responsive.
- **Encourage disabled beneficiaries to express their specific needs,** to give advice on appropriateness of specific arrangements (to be) made (accommodation, learning materials, tools, etc.), to express their views about the relevance of project content and methodology in relation to their disability.
- Organize project components accordingly.

b) Project involvement in comprehensive recovery/development programmes

- Within the local Forum, promote strategies and policies that ensure **community acceptance and inclusion** of children and youth with disabilities.
- **Promote sectoral policies on local level** that favour participation of disabled young people.
- **Promote representation** of disabled project participants in institutional body/bodies that pilot the programme (if they exist).
- **Establish linkages** between representatives of disabled persons in the local Forum and your disabled project beneficiaries; you may for example invite such representatives to regular meetings with project beneficiaries, to discuss and define positions to be taken in the Forum on social inclusion of children and youth with disabilities.

c) Advocacy

- **Lobby for access of the project's disabled new small-scale entrepreneurs to:**
 - relevant professional bodies, like business associations, artisans' associations, women entrepreneurs' associations, informal business networks;
 - providers of financial services, including informal credit associations, and to microinsurance schemes;
 - the Chamber of Commerce, or Youth Chamber of Commerce;
 - participation in competitive bidding (tenders, contracts for employment-intensive investment programmes (EIIPs) or contracts with public administrations).
- Such lobbying should not only concern participation, but also aim at promotion of equal chances in **accessing representative functions** within such bodies, like becoming members of commissions.
- **Lobby for the presence of at least one disabled young person** in promotional activities of such associations, for instance public meetings, trade fairs and exhibitions, and to be presented as such, or to be given the opportunity to talk in public about entrepreneurship of disabled youth.
- **Ensure participation and visibility of disabled project beneficiaries in public events** in relation to economic development and reconstruction, like seminars, meetings, events in the media, organized by public authorities, international organizations, technical cooperation projects, or international NGOs.
- Encourage participation of disabled project beneficiaries in informal associations in other than economic fields, like sports, culture, music, theatre, in community, women's, and youth associations, in disabled persons organizations, etc. **Community participation** and recognition of disabled youth through such informal channels is particularly important.

Module 10.3

*Children and youth
living with HIV*

10.3 Children and youth living with HIV



What to consider?

Children affected by war accumulate the absence of protective factors and a number of specific risk factors

There is no statistical evidence on HIV prevalence rates among children formerly associated with armed forces and groups and other children affected by armed conflict, but they are probably high, as these children and youth accumulate the absence of protective factors (a protective family, schooling and opportunities for decent work) and a number of specific risk factors. High levels of youth poverty and unemployment contribute to HIV vulnerability, and when income is needed, young people may undertake work that is marginal, dangerous or illegal. The absence of decent work opportunities and poverty may lead to a lack of a sense of purpose and social exclusion. Specific risk factors include: mobility, isolation, stress, trauma, gender inequalities, peer group pressure; use of alcohol and drugs which influence young people's attitudes towards risk; sexual and gender-based violence including rape and sexual exploitation primarily directed to girls and young women but also affecting boys; limited access to basic information about HIV, sexual and reproductive health and services, etc.²⁵ The breakdown of traditional social structures and loss of parents including due to AIDS also heightens young peoples' exposure to HIV and affects coping mechanisms.

Addressing the specific needs of children and youth living with HIV is important as an economic issue

HIV prevention, and counselling and referral of those living with HIV to treatment, care, support and counselling services is important as an economic issue, since HIV infection and/or lacking access to adequate services may jeopardize the economic activity. Moreover, it also plays an important role in diminishing community discrimination, stigma and rejection, and this is significant as communities are often afraid that ex-combatants, including children who have been associated with armed forces and groups, spread HIV into the community, thus reinforcing hostility and preventing social integration.

25 See UNAIDS Inter-Agency Task Team on HIV and young people, *Guidance briefs* 1 and 3.



What to do, and how to do it?

1. Issues to be considered throughout the economic reintegration process

The following rules should be respected by the implementing agency and all project partners concerning project beneficiaries living with or affected by HIV or AIDS throughout the entire project period:

- **Provide continued support** to project beneficiaries living with HIV, or who have partners living with HIV, especially referral to appropriate care, support and counselling services, including referral to psychosocial support. Access may be difficult because of poor quality of services, distance, cost, stigmatization by other project participants, and other factors. The project should join with other partners to improve HIV and AIDS information and service conditions, including referral to services in other communities or attraction of new services to the local area.
- **Ensure confidentiality** during the whole economic reintegration process in relation to all project partners: training structures, employers, master craftspeople, etc.
- **Combat any discrimination and stigmatization** in the framework of the project related to real or perceived HIV status, including by other project beneficiaries or project partners.
- **Participate in HIV and AIDS awareness raising activities** on community level. Participation of project beneficiaries in such activities can raise community acceptance and diminish fears of communities concerning spread of HIV through reintegration of ex-combatants. Participation in HIV and AIDS awareness raising activities is also important for the prevention of recruitment, as being an orphan is one of the factors of vulnerability to recruitment.

2. Issues to be considered in sectoral components

2.1 Identification of the target group, vocational orientation and HIV

- Being affected by HIV or AIDS (either the child him/herself or a family member/caregiver being infected) is an **important vulnerability criterion**. However, agencies should watch that registration of these children does not lead to stigmatization.

2.2 Life skills training and HIV

Issues related to HIV prevention, treatment, care, support and counselling should be a key component of life skills training.

- **The task of life skills training in relation to HIV is:**
 - to contribute to reduce HIV-risk behaviours through the provision of information on HIV prevention, treatment, care, support and counselling, through behaviour change communication, and fostering of skills on how to protect oneself and others with an emphasis on reducing gender inequalities;
 - to provide an environment where free expression of problems without fear, stress, and constraint is possible (for example the problem of living with HIV, sexual behaviour) while respecting the need for confidentiality;
 - to offer information on services for confidential and voluntary HIV testing and counselling and to facilitate access to such services;
 - to facilitate access to treatment, care, support and counselling for those children and youth living with HIV, including those whose partner or other family members are living with HIV;

- to combat discrimination and stigmatization on the basis of real or perceived HIV status;
- to reduce HIV vulnerability by contributing to change in gender relations and specifically the empowerment of young women and girls, and include men and boys in the HIV and AIDS response.

Life skills training in relation to HIV should specifically address gender inequalities in vulnerability to HIV infection and ability to access prevention, treatment, care, support and counselling, for instance by providing environments for behaviour change communication on risk-behaviour of girls and boys, power imbalances between girls and boys, increasing the ability of girls to negotiate safer sex, etc., and the impact of conflict, within or outside the armed forces and groups, on such inequalities. How to do that?

➤ **Provide general information on HIV in plenary or group sessions on:**

- how to protect oneself (and others) from HIV transmission (should be gender-specific);
- HIV-risk behaviours of boys and girls;
- available referral services for confidential and voluntary testing and counselling;
- sexual and reproductive health information;
- care, support, counselling services for those living with HIV or with partners living with HIV, how to prevent transmission to others, including prevention of Mother-to-child transmission;
- confidentiality of HIV status;
- non-discrimination of project participants living with HIV;
- international and national norms on non-discrimination of people living with HIV at the training and workplace (present *ILO Code of practice on HIV/AIDS and the world of work*).

The *Special module on HIV, AIDS and child labour* of the ILO-IPEC SCREAM programme is a useful tool for the organization of sessions on HIV.²⁶

- **Find entry points for behaviour change communication**, while discussing in groups about gender relations, sexual behaviour of boys and girls, sexual behaviour while in the armed forces and groups, eliminating gender-based violence, etc.
- **Provide education on skills directly related to the reduction of HIV-risk behaviours:** communication with partners, recognize the risk of certain behaviours, recognize situations that lead to risk-behaviour and how to avoid them, positive attitudes to condom use, etc. Such educational sessions might be carried out in separate groups for boys and girls and in mixed groups.
- **Include local associations and networks of young people engaged in HIV prevention** and treatment activities as partners of HIV-related life skills training. They have experience on how to address young people on the subject and are in a better position to provide age, gender and culturally appropriate information to their peers, resulting in behaviour change.²⁷

2.3 Vocational skills training and HIV

- **Provide training of training providers** (either provided by yourself, or subcontracted), including master craftspersons, on the following issues:
 - HIV and AIDS and the *ILO Code of practice on HIV/AIDS and the world of work*.
 - Working with children formerly associated with armed forces and groups (social and psychological issues, pedagogical skills).
 - Basic labour rights, i.e. the Fundamental Rights and Rights at Work core conventions, including Conventions No. 182 and No. 138, and Convention No. 111²⁸.

²⁶ See ILO-IPEC: *SCREAM. A special module on HIV, AIDS and child labour*, Geneva 2007.

²⁷ UNAIDS Inter-Agency Task Team on HIV and young people, *Guidance brief N° 3*, p. 3.

²⁸ C111 Discrimination (Employment and Occupation) Convention, 1958

- Basic elements of Occupational safety and health.
- Disability at the Workplace.

2.4 Support to small-scale entrepreneurs

- **Ensure continued support** for small-scale entrepreneurs living with HIV or with partners living with HIV, especially referral to appropriate care, support and counselling services, including referral to psychosocial support.
- **Ensure confidentiality** on HIV status of the project's small-scale entrepreneurs.
- **Combat discrimination and stigmatization** of small-scale entrepreneurs living with HIV in relation by business partners, suppliers, clients, and the community at large.
- Ensure that HIV infection, if known, is **not a factor of exclusion** from cooperatives or from microfinance solidarity groups.

2.5 Project support during initial wage employment period

- **Provide continued support** to employees living with HIV, or living with partners living with HIV, especially referral to appropriate care, support and counselling services, including referral to psychosocial support.
- **Monitor respect for the following concerns** during the agreed initial period:
 - Non-discrimination and non-stigmatization of employees living with HIV, and confidentiality of information on HIV-status.
 - Non-discrimination of employees with disabilities, equal opportunities for advancement and training.

2.6 Social protection through micro-health insurance

- **Assist project participants to determine and formulate their needs and concerns** in relation to health risks. Note that such needs are different for children, young men and young women, that disabled participants or participants living with HIV or family members living with HIV or AIDS may have specific needs, that needs differ according to the number of dependants, and that the same risk may affect each of them differently.
- **Check results of the individual beneficiaries' profiles** to determine availability or absence of other, informal social protection for each participant (i.e. living in his home community, with his family of origin, physical assets like land or housing), or specific needs (disability, isolation, family members living with HIV or AIDS, husband/wife/companion, number of own children, etc.).
- **Assess available micro-insurance schemes** in relation to the needs and the payment capacities of the project participants. Ask questions including:
 - Does it cover HIV and AIDS care?
 - Does it cover dependants living with HIV or AIDS?
- After the initial period **try to ensure the continued participation** of particularly vulnerable project participants, like those affected or infected by HIV, or participants with disabilities, by exploring, if necessary, other resources (e.g. technical cooperation projects in the health sector, subsidies, etc.).
- The selected micro-health-insurance scheme **should cover expenses** linked to care and referral services for project participants living with HIV or AIDS and their dependents.

ANNEXES

- I. Definition of key concepts
- II. Flowchart of project activities
- III. Recommended reading



I. Definition of key concepts

Advocacy

Promotion of and support at different levels to principles, causes, approaches, policies and relevant interventions, such as decent work, social dialogue at pre-crisis and other stages; use of International Labour Standards at negotiation and other stages; incorporation of employment and other decent work concerns at rehabilitation and recovery stage. (*Crisis Response. Rapid Needs Assessment Manual*)

Apprenticeship

Any system by which an employer undertakes by contract to employ a young person and to train him or have him trained systematically for a trade for a period of which the duration has been fixed in advance and in the course of which the apprentice is bound to work in the employer's service. (*ILO Apprenticeship Recommendation no. 60, 1939*)

Business development services

Services that improve the performance of the enterprise, its access to markets, and its ability to compete. The definition of "business development services" (...) includes a wide array of business services, both strategic and operational. Business development services are designed to serve individual businesses, as opposed to larger business community. (*Business Development Services for Small Enterprises: Guiding Principles for Donor Intervention, 2001*)

Business Centre

Will usually be a NGO or private enterprise set up under an existing national legal framework that provides Business Development Services directly to Small Enterprises. There is a wide range of names for similar structures, including: Enterprise Development Agencies or centres (EDA, EDC), Business Support or Service Centres (BSC), Local Enterprise Agencies (LEA) and others. (Haftendorn, Sievers, Bessler)

Capacity-building

Means by which skills, experience, technical and management ability are developed – often through the provision of technical assistance, short/long term training, and specialist inputs. The process may involve the development of human, material and financial resources. (*Crisis Response. Rapid Needs Assessment Manual*)

Child

Any person less than 18 years of age in accordance with the Convention on the Rights of the Child. (*The Paris Principles, 2007*).

Child labour

Not all work done by children should be classified as child labour that is to be targeted for elimination. Children's or adolescents' participation in work that does not affect their health and personal development or interfere with their schooling is generally regarded as being something positive. This includes activities such as helping their parents around the home, assisting in a family business or earning

pocket money outside school hours and during school holidays. These kinds of activities contribute to children's development and to the welfare of their families; they provide them with skills and experience, and help to prepare them to be productive members of society during their adult life. The term "child labour" is often defined as work that deprives children of their childhood, their potential and their dignity, and that is harmful to physical and mental development. It refers to work that:

- is mentally, physically, socially or morally dangerous and harmful to children; and
- interferes with their schooling by:
 - depriving them of the opportunity to attend school;
 - obliging them to leave school prematurely; or
 - requiring them to attempt to combine school attendance with excessively long and heavy work.

Children associated with armed forces and groups

Those below 18 years of age who are or have been recruited or used by armed forces and groups in any capacity, including but not limited to children, boys and girls, used as fighters, cooks, porters, messengers, spies or for sexual purposes. The term does not only refer to a child who is taking or has taken a direct part of hostilities. (*The Paris Principles, 2007*)

(Minimum) Working age children

The Minimum Age Convention defines a range of minimum ages below which no child should be allowed to work and stipulates that: (a) the minimum age for employment should normally not be less than 15 years, but exemptions can be made for developing countries which may fix it at 14; (b) the minimum age for permitting light work should be not less than 13 years, but developing countries may fix it at 12; c) the minimum age for admission to hazardous work should not be less than 18 years, but under strict conditions may be permitted at 16. (*ILO Minimum Age Convention 138, 1973*)

Cooperatives

Cooperatives are "autonomous associations of persons united voluntarily to meet some common economic, social and cultural needs and aspirations through a jointly owned and democratically-controlled enterprise."¹

(International Co-operative Alliance: *Statement on the cooperative identity* adopted in Manchester, 1995, and ILO Recommendation No. 193 (2002))

Simplified cooperative structures

Organizations that function according to cooperative principles without fulfilling all the requirements of a full-fledged cooperative.

Decent work

Productive work for women and men in conditions of freedom, equity, security and human dignity. Decent work involves opportunities for work that is productive and delivers a fair income; provides security in the workplace and social protection for workers and their families; offers better prospects for personal development and encourages social integration; gives people the freedom to express their concerns, to organize and to participate in decisions that affect their lives; and guarantees equal opportunities and equal treatment for all. (*CEB Toolkit for Mainstreaming Employment and Decent Work, 2007*)

1 International Co-operative Alliance: *Statement on the cooperative identity*, adopted in Manchester, 1995, and ILO Recommendation No. 193 (2002).



Disarmament, demobilization, reinsertion and reintegration

Disarmament is the collection, documentation, control and disposal of small arms, ammunition, explosives and light and heavy weapons of combatants and often also of the civilian population. Disarmament also includes the development of responsible arms management programmes. (*UN Secretary-General, Note to the General Assembly, A/C.5/59/31, 2005*)

Demobilization is the formal and controlled discharge of active combatants from armed forces or other armed groups. The first stage of demobilization may extend from the processing of individual combatants in temporary centres to the massing of troops in camps designated for this purpose (cantonment sites, encampments, assembly areas or barracks). The second stage of demobilization encompasses the support package provided to the demobilized, which is called reinsertion.

Reinsertion is the assistance offered to ex-combatants during demobilization but prior to the longer-term process of reintegration. Reinsertion is a form of transitional assistance to help cover the basic needs of ex-combatants and their families and can include transitional safety allowances, food, clothes, shelter, medical services, short-term education, training, employment and tools. While reintegration is a long-term, continuous social and economic process of development, reinsertion is short-term material and/or financial assistance to meet immediate needs, and can last up to one year. (*UN Secretary-General, Note to the General Assembly, A/C.5/59/31, 2005*)

Reintegration is the process by which ex-combatants acquire civilian status and gain sustainable employment and income. Reintegration is essentially a social and economic process with an open time-frame, primarily taking place in communities at the local level. It is part of the general development of a country and a national responsibility, and often necessitates long-term external assistance. (*UN Secretary-General, Note to the General Assembly, A/C.5/59/31, 2005*)

Employability

A combination of skills, knowledge and attitudes that improve a person's ability to secure and retain a job, progress at work and cope with change, secure alternative employment if he/she so wishes or has been laid off, and enter more easily into the labour market at different periods of his/her working life. (IDDRS 520)

Employment

The term "employment" is used in a generic sense in the "*how-to*" guide, including all forms of self- and wage-employment, according to the following definition of the employed population: "The employed comprise all persons about a specified age who during the reference period were either (i) at work or (ii) with a job or enterprise but not at work (i.e.) persons temporarily absent from work. Persons at work are defined as persons who during the reference period performed work for a wage or a salary, or for profit or family gain, in cash or in kind, for at least an hour." (*The Thirteenth International Conference of Labour Statisticians, 1982*)

Employment-intensive

Projects or approaches where works are carried out through the employment of as great a proportion of labour as is technically feasible while remaining cost effective and cost competitive in achieving the quality of work. (*Crisis Response. Rapid Needs Assessment Manual*)

Empowerment

Empowerment can be described as the process of building capacities to exercise control over one's life.

Ex-combatants

Soldiers from the formal army, guerrilla fighters and militants, including women and child soldiers/fighters. Soldiers or fighters not covered by the demobilization process should also be included in surveys of ex-combatants. (*Crisis Response. Rapid Needs Assessment Manual*)

Gender

Gender equality

Gender equality, or equality between men and women, entails the concept that all human beings, both men and women, are free to develop their personal abilities and make choices without the limitations set by stereotypes, rigid gender roles and prejudices. Gender equality means that the different behaviour, aspirations and needs of women and men are considered, valued and favoured equally. It does not mean that women and men have to become the same, but that their rights, responsibilities and opportunities will not depend on whether they are born male or female. (*ILO: ABC of women workers' rights and gender equality*)

Gender equity

Gender equity means fairness of treatment for women and men, according to their respective needs. This may include equal treatment or treatment that is different but which is considered equivalent in terms of rights, benefits, obligations and opportunities. (*ILO: ABC of women workers' rights and gender equality*)

Gender sensitivity

Being gender sensitive would mean that the gender-based differences between men and women are acknowledged. Once acknowledged, those providing skills training should take gender-based differences into consideration on how such differences affect the ability of trainees to avail themselves of their training services and how such differences affect their employment and entrepreneurial activities. Through this process issues that help or hinder men and women trainees are identified.

Gender mainstreaming

An institutional policy and programme strategy that seeks to integrate women's concerns into all sectors of activity. Gender mainstreaming contrasts to 'women-specific' approaches that advocate separate activities for women.

Gender roles

Gender roles are defined by social groups and cultural traditions. They greatly affect the world of work and condition which activities, tasks and responsibilities are perceived as appropriate to men and women. These divisions of labour are formed by age, race and ethnicity, religion and culture and are also influenced by socio-economic class and the political environment. They change over time. The biological differences in the sexes are governed by their singular physiological attributes, such as female and male musculoskeletal builds or their reproductive functions. These differences clearly have a bearing on the world of work. (*ILO: ABC of women workers' rights and gender equality*, second edition, Geneva, 2007, p. 89)

Gender discrimination

Prejudicial treatment of an individual based on a gender stereotype or any discrimination, exclusion or preference based on sex, which nullifies or impairs equality of opportunity and treatment in employment or occupation, as well as access to education and training, and to productive resources, etc.



Implementing agency

The agency which has the overall responsibility for the reintegration process.

Implementing partner agency

Agency participating in the implementation of the project, under contract with the implementing agency.

Partner agency

Agency contributing to the project without being under contract with the implementing agency.

Indicators

Characteristics or variables used for measuring intended changes, observing progress and measuring actual results against expected results. (*Crisis Response. Rapid Needs Assessment Manual*)

Informal economy

All economic activities by workers and economic units that are, in law or in practice, not covered or insufficiently covered by formal arrangement. (*ILO*)

Internally Displaced Persons (IDPs)

People who have fled or been forced to migrate from their homes as a result of war, civil strife, natural disasters or other form of crisis but remain within the territory of their own country. (*Crisis Response. Rapid Needs Assessment Manual*)

Micro-finance

The provision of financial services to low-income persons, including the self-employed. Micro-finance is broader than micro-credit. It also encompasses other services such as micro-savings, micro-insurance, micro-leasing, payment and remittance transfer services. (*Crisis Response. Rapid Needs Assessment Manual*)

Microcredit

The extension of small loans to poor persons who do not qualify for traditional bank loans. (*Crisis Response. Rapid Needs Assessment Manual*)

Microinsurance

The protection of low-income people against specific perils in exchange for regular premium payments proportionate to the likelihood and cost of the risk involved. (G. Churchill)

Monitoring and Evaluation

Monitoring is the regular and systematic collection, analysis of data on what is happening (or not happening) in the programme for purposes of decision making, management and control and to check that actions are being taken according to plan.

Evaluation means analysing the records to find out whether the programme is achieving its objectives and subsequently suggesting improvements.

Public-Private Partnership

Public-private partnerships are voluntary and collaborative relationships among various actors in both public (State) and private (non-State) sectors, in which all participants agree to work together to achieve a common goal or undertake specific tasks. Partnerships may serve various purposes, including advancing a cause, to implement normative standards or codes of conduct, or to share and coordinate resources and expertise. They may consist of a specific single activity, or may evolve into a set of actions or even an enduring alliance, building consensus and ownership with each collaborating organization and its stakeholders. While they vary considerably, such partnerships are typically established as structured cooperative efforts with a sharing of responsibilities as well as expertise, resources and other benefits. (Derived from broadly accepted United Nations partnership definitions: see for example, *Building partnerships: Cooperation between the United Nations system and the private sector*; United Nations, Dept. of Public Information).

Public works

Works undertaken by central or local government agencies for the benefit of the population in general, the infrastructure created remaining in the ownership of the agencies concerned, which assume responsibility for their management. (*Crisis Response. Rapid Needs Assessment Manual*)

Quick/Rapid Impact Projects (QIPs or RIPs)

Projects designed to address short-term employment and rehabilitation needs and focused on the most vulnerable areas and groups. (*Crisis Response. Rapid Needs Assessment Manual*)

Recovery / reconstruction

Developmental interventions which not only seek to build or repair the damage or return to status quo ante but also address medium and long term needs and improvements in policies, programmes, systems and capacities to avert recurrence of crisis and reach higher levels of employment and standards of living. (*Crisis Response. Rapid Needs Assessment Manual*)

Recruitment

Compulsory, forced and voluntary conscription or enlistment of children into any kind of armed force or group. (*The Paris Principles, 2007*)

Refugee

A person who is outside his or her former home country owing to a well-founded fear of persecution for reasons of race, religion, nationality, membership of a particular social group or political opinion, and who



is unable or unwilling to avail himself or herself of the protection of that country, or to return there for reasons of fear of persecution. (*Crisis Response. Rapid Needs Assessment Manual*)

Release (formal and informal)

The process of formal and controlled disarmament and demobilization of children from an armed force or group as well as the informal ways in which children leave by escaping, being captured or by any other means. It implies a disassociation from the armed force and group and the beginning of the transition from military to civilian life. Release can take place during a situation of armed conflict; it is not dependent on the temporary or permanent cessation of hostilities. Release is not dependent on children having weapons to forfeit. (*The Paris Principles, 2007*)

Risk

Consists of three components: the probability of occurrence of a hazard of a specified magnitude, identification of the elements that would be affected if the hazard event occurred, and the vulnerability of those elements to the hazard. (*Crisis Response. Rapid Needs Assessment Manual*)

Skills, Aptitudes, Competency

Skills is a (usually learned) ability to perform actions.

Aptitude is a natural skill.

Competency is an ability to perform a fully identified labour activity successfully (*CRISIS Guidebook*, p.45, footnote 14)

Social capital

Traditional social mechanisms that facilitate mutual obligations, contracts, and transactions

Social protection

Addresses the same situations and needs as “social security” but also includes voluntary measures, provided by private or non-statutory schemes with a similar objective such as mutual benefit societies, occupational pension schemes and community based schemes. (*Crisis Response. Rapid Needs Assessment Manual*)

Social security

Means the protection provided by society through a series of public measures to offset the interruption or cessation of income from work due to contingencies such as sickness, unemployment, employment injury, disability, old age and the death of a breadwinner, to provide people with health care or to provide financial support to families with children. (*Crisis Response. Rapid Needs Assessment Manual*)

Target Beneficiaries

Members of an affected population who receive assistance or are targeted by an intervention. Beneficiaries are chosen for assistance based on anthropometrics or socio-economic criteria. (*Crisis Response. Rapid Needs Assessment Manual*)

Target audience

Direct users of the “*how-to*” guide, in particular implementing agencies of reintegration projects for children and youth formerly associated with armed forces and groups.

Target group

Children and youth formerly associated with armed forces and groups and other conflict-affected children.

Value chain

A value chain describes the sequence of inputs required to develop a product, i.e. land, raw materials, capital, labour, information, and the value of each. Value Chain Analysis (VCA) seeks to unpick what value is being added where, and how the final market price is distributed through the chain. VCA is used to elucidate why many of the potential benefits of globalization fail to reach the very poor; and why particular countries and particular types of enterprise find it difficult to enter certain sectors. A value chain therefore describes the sequence of inputs required to develop a product (such as land, raw materials, capital, labour, information, etc.), and the value of each. A value chain analysis seeks to identify what value is added where, and how the final market price is distributed through the chain. By doing so, it identifies entry points of interventions aimed at bringing about decent work.

Vocational orientation (or guidance)

The OECD Career Guidance Policy Review defines it as “services and activities intended to assist individuals, of any age and at any point throughout their lives, to make educational, training and occupational choices and to manage their careers”. This definition includes making information about the labour market and about educational and employment opportunities more accessible by organizing it, systematizing it and having it available when and where people need it. It also includes assisting people to reflect on their aspirations, interests, competencies, personal attributes, qualifications and abilities and to match these with available training and employment opportunities. The term career guidance is replacing the term vocational guidance in high-income countries. Vocational guidance is focused upon the choice of occupation and is distinguished from educational guidance, which focuses upon choices of courses of study. Career guidance brings the two together and stresses the interaction between learning and work. (*Career Guidance – A Resource Handbook for Low- and Middle-Income Countries, 2006*)

Vocational training

The expression vocational training means any form of training by means of which technical or trade knowledge can be acquired or developed, whether the training is given at school or at the place of work. (*ILO Recommendation 57, 1939*)

Training is not an end in itself, but a means of developing a person’s occupational capacities, due account being taken of the employment opportunities, and of enabling him to use his abilities to the greatest advantage of himself and of the community; it should be designed to develop personality, particularly where young persons are concerned. (*ILO Recommendation 117, 1962*)

For the purpose of this Recommendation, the qualification of the terms guidance and training by the term vocational means that guidance and training are directed to identify and developing human capabilities for a productive and satisfying working life and, in conjunction with the different forms of education, to improve the ability of the individual to understand and, individually or collectively, to influence working conditions and the social environment. (*ILO Recommendation 150, 1975*)



Vocational education and training (VET)

Refers to programmes that equip individuals with skills or more broadly-based competencies directly related to occupational, enterprise – or industry-based requirements. Programmes that aim to enhance competencies (like literacy) that are useful in all occupations are considered academic or general education. Pre-employment VET prepares individuals for initial entry into employment. Remedial VET provides education and training for individuals who are in some way marginalized or out of the mainstream labour force, such as the unemployed. (*Crisis Response. Rapid Needs Assessment Manual*)

Vocational rehabilitation

A process which enables disabled persons to secure, retain and advance in suitable employment and thereby furthers their self-reliance integration or reintegration into society. (*Crisis Response. Rapid Needs Assessment Manual*)

Vulnerability

Propensity of a society to experience substantial damage, disruption and casualties as the result of a hazard. Vulnerability could also relate to specific groups in society who are likely to be harder hit by a crisis than other groups, due to their economic and social status. (*Crisis Response. Rapid Needs Assessment Manual*)

Youth

Within the UN system, young people are identified as those between 15 and 24 years of age. However, this can vary considerably between one context and another. Social, economic and cultural systems define the age limits for the specific roles and responsibilities of children, youth and adults. Conflicts and violence often force youth to assume adult roles such as being parents, breadwinners, caregivers or fighters. Cultural expectations of girls and boys also affect the perception of them as adults, such as the age of marriage, circumcision practices and motherhood. Such expectations can be disturbed by conflict. (*IDDRS, 2006*)

Worst forms of child labour

Article 3 of ILO Convention 182 defines the worst forms of child labour as: (a) all forms of slavery or practices similar to slavery, such as the sale and trafficking of children, debt bondage and serfdom and forced or compulsory labour, including forced or compulsory recruitment of children for use in armed conflict; (b) the use, procuring or offering of a child for prostitution, for the production of pornography or for pornographic performances; (c) the use, procuring or offering of a child for illicit activities, in particular for the production and trafficking of drugs as defined in the relevant international treaties; (d) work which, by its nature or the circumstances in which it is carried out, is likely to harm the health, safety or morals of children.



II. Flowchart of project activities

Flowchart project activities over 24 months*																										
Module	Activity	Months																								
		1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16	17	18	19	20	21	22	23	24	
Module 1: Identification of target group	Definition of eligibility criteria for beneficiaries	x																								
	Establishment of lists for potential project beneficiaries	x---x																								
	Screening of lists and selection of project participants	x																								
	Intensive and clear communication with beneficiaries and community about selection and project services	xxx																								
	Selection and installation of IMS. Close coordination with all involved partners. Establishment of common rules for confidentiality and right for updating of data	x---x																								
Module 2: Local economic and social environment assessment and coordination	Registration and profiling. Completion of individual beneficiary profiles	xx																								
	Exploration of existing comprehensive local recovery/development programmes, communication about project objectives and services, negotiation on project participation in such a programme	x-----x																								
	Coordinated project programming and implementation, Sensitization of members of comprehensive programme on recruitment and reintegration of children	x																								x
	If no such programme exists, take initiative to create local coordination mechanism	x-----x																								
	Exploration of opportunities for immediate employment (assessment of sectors with high employment potential in post-conflict settings, improvements for rapid job creation opportunities, EIIPs)	x-----x																								
Module 3: Vocational orientation and counselling	Research for medium- and long-term sustainable employment (TD&IM)					x																				
	Identification/selection/preparation of evaluation/orientation counsellors	x---x																								
	Vocational evaluation	xx																								
	Vocational orientation	xxxxxx																								
	Presentation of local employment options	x---x																								
Module 4.1 Vocational skills training	Formulation of individual business ideas	x																								
	Completion of provisional individual monitoring form	x																								
	Completion of provisional target group reintegration plan	x																								
	Draft synthesis report of orientation process and results	x																								
	Local coordination of training provision	xxxxxxxxxxxxxxxxx																								
Module 4.1 Vocational skills training	Assessment of training needs	xxxxxxx																								
	Assessment and selection of training providers	x-----x																								
	Determination of individual training and post-training support services plans	xx																								
	Vocational technical training (VTCs/NGOs) short (1-3 months)	xxxxxxxxxxxxxxxxx																								
	Vocational technical training (VTCs/NGOs) medium (4-6 months)	xxxxxxxxxxxxxxxxxxxxxxxxxxxxxxxx																								

Module	Activity	Months																							
		1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16	17	18	19	20	21	22	23	24
Module 4.2: Informal basic education and life-skills training	Vocational technical training (VTCs/NGOs) long (7-9 months)																								
	Formal apprenticeships																								
	Selection of master-crafts(women)																								
	Contracts and follow-up on informal apprenticeships																								
	Mobile/outreach training for rural areas																								
	Provision of « second phase » training for sustainable employment after emergency employment																								
	Coordination of vocational skills training with informal basic education, life skills and entrepreneurship training																								
	Monitoring of all vocational skills training activities by implementing agency																								
	Identification, assessment and selection of competent agencies for informal basic education and for life skills training																								
	Establishment of informal basic education and life skills training plans for all concerned project beneficiaries																								
Module 4.3: Entrepreneurship training	Execution and monitoring of informal education (literacy and numeracy skills)																								
	Provision of life skills training																								
	Coordination of informal basic education and life skills training with vocational skills and entrepreneurship training																								
	Alternative 1: Selection of agency in charge of management training and follow-up of small-scale entrepreneurs																								
	Alternative 2: training of implementing agency by master-trainer																								
	Establish entrepreneurship training programme (alternative 1: with selected agency) (training content, tools, venue, timing, etc)																								
	Implementation of entrepreneurship training (alternatives 1 and 2)																								
	Establishment of detailed individual business plans																								
	Coordination of entrepreneurship training with vocational skills training, informal basic education and life skills training																								
	Identification and selection of follow-up modalities and partners (partner agency, mentorships, business centres, etc.)																								
Module 5.1: Follow-up on small-scale enterprises during start-up and consolidation	Follow-up on MSEs and cooperatives (if carried out by implementing agency)																								
	Monitoring, coordination and evaluation by implementing agency of follow-up provided by implementing partners																								
	Execution of follow-up (if provided by implementing agency)																								
	Getting familiar with cooperative principles, procedures, national legislation																								
	Formation of cooperatives (membership)																								
	Starting cooperatives (international regulations, registration, election of committee)																								
	Ensuring technical and managerial support to cooperatives, facilitating networking																								
	Monitoring cooperatives																								
	Getting specialist expertise (TOR, contract)																								
	Getting familiarized with financial services																								
Module 5.2: Cooperatives	Financial education																								
	Formation of MF solidarity groups																								
	Assessment and selection of MFIs																								
Module 5.3: Access to financial services																									



FLOWCHART OF PROJECT ACTIVITIES

Module	Activity	Months																							
		1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16	17	18	19	20	21	22	23	24
Module 6: Assisting in obtaining and maintaining wage employment	Establishment of accounts with MFIs					X	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X
	(Social) Follow-up on financial services					X	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X
	Monitoring financial services					X	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X
	Contacting employment services, employers and their organizations, programmes and projects. Advocacy. Provision of incentives					X	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X
Module 7: Integration into EILPs	Provision of technical coaching, social follow-up, monitoring of respect for agreed contracts					X	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X
	Identify local EILPs and assess opportunities for placement of project beneficiaries	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X
	Identify project beneficiaries for placement in EILPs, assess training needs, provide relevant training and lobby for placement	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X
	Lobby for placement of project beneficiaries in EILPs					X	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X
Module 8.1: Micro-Health Insurance	Provide continued project services to beneficiaries during placement in EILP					X	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X
	Monitor respect of employment contract					X	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X
	Assist project beneficiaries to enter new employment after end of EILP employment					X	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X
	Ensure that qualified MS entrepreneurs of the project have access to competitive bidding for EILP contracts, including training in competitive bidding procedures, etc.					X	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X
Module 8.2: OSH and other working conditions	Assist MS entrepreneurs of the project to occupy self-employment « niches » created by the EILP					X	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X
	Sensitization of project participants on the need for health protection, information on micro-insurance					X	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X
	Identification of needs					X	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X
	Payment of micro-insurance premiums out of project resources (first year)					X	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X
Module 8.2: OSH and other working conditions	Monitoring of health insurance scheme					X	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X
	Collect information on national legislation on OSH and international conventions					X	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X
	Identify local partners competent in OSH					X	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X
	Include sensitization on OSH and other working conditions in skills and entrepreneurship training					X	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X
Module 8.2: OSH and other working conditions	Provide (or organize) sensitization and training on OSH to relevant project partners					X	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X
	Screening of employment options on hazardous work					X	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X
	Monitor safe and healthy working conditions for participants in wage and in self-employment					X	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X
	Initiate risk assessments, if necessary, and offer assistance in risk reduction					X	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X

* xxxxxxxxxxxxxxxxxx indicates an activity to be carried throughout the period

x-----x indicates an activity to be carried out at some time during the period, but not permanently



III. Recommended reading

In line with the objective of the “how-to” guide, the following bibliography organized by Module represents a selection of publications and documents considered to be useful for agencies in the field.

Conceptual framework of the “how-to” guide

- De Luca. 2003, *Decent Work matters in Crises: ILO response to crisis challenges*, 22 factsheets (Geneva, ILO). http://www.ilo.org/employment/Whatwedo/Publications/lang—en/docName—WCMS_116630/index.htm
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- UN. May 2008. UN system-wide Policy Paper for *Employment Creation, Income Generation and Reintegration in Post-Conflict Settings*. http://www.ilo.org/public/libdoc/ilo/2008/108B09_310_engl.pdf
- The Paris Principles. 2007. *The Principles and Guidelines on Children Associated with Armed Forces and Groups* (Paris). <http://www.icrc.org/web/eng/siteeng0.nsf/html/paris-principles-commitments-300107>

Module 1: Identification of the target group (including documents on children associated with armed forces and groups)

- Brett, R. and Specht, I. 2004. *Young Soldiers – Why they Choose to Fight* (Boulder, Colorado). http://www.ilo.org/employment/Whatwedo/Publications/lang—en/docName—WCMS_116562/index.htm
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Module 2: Local economic and social environment assessment and coordination

- De Luca. 2003. *Business and decent work in conflict zones: a “why?” and “how?” guide* (ILO, Geneva).
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Module 3: Vocational orientation and counselling, and Module 4: Training for economic empowerment

Module 3 and 4.1: Vocational skills training

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4.2: Informal basic education and life-skills training

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4.3: Entrepreneurship training

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- —. *Expand your business (EYB)* (Geneva).
- —. *Gérer mieux votre entreprise (GERME)* (French version of SIYB) (Geneva).
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Module 5: Assistance in starting and maintaining self-employment

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5.2: Cooperatives

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- Smith, J. Puga, and R. Macpherson, I. 2005. *Youth Reinventing Co-operatives. Young perspectives on the international co-operative movement* (Winnipeg).
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- Tchami, G. 2007. *Handbook on Cooperatives for use by Workers' Organizations* (Geneva, ILO).
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5.3: Micro-finance

- Blume, J. and Breyer, J. Forthcoming. 2008. *Microfinance and Child Labour*.
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Module 7: Integration into employment-intensive investment programmes

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Module 8: Social protection

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Module 10: Economic reintegration of children and youth with specific needs

10.1: Girls and young women

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10.2: Children and youth with disabilities

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