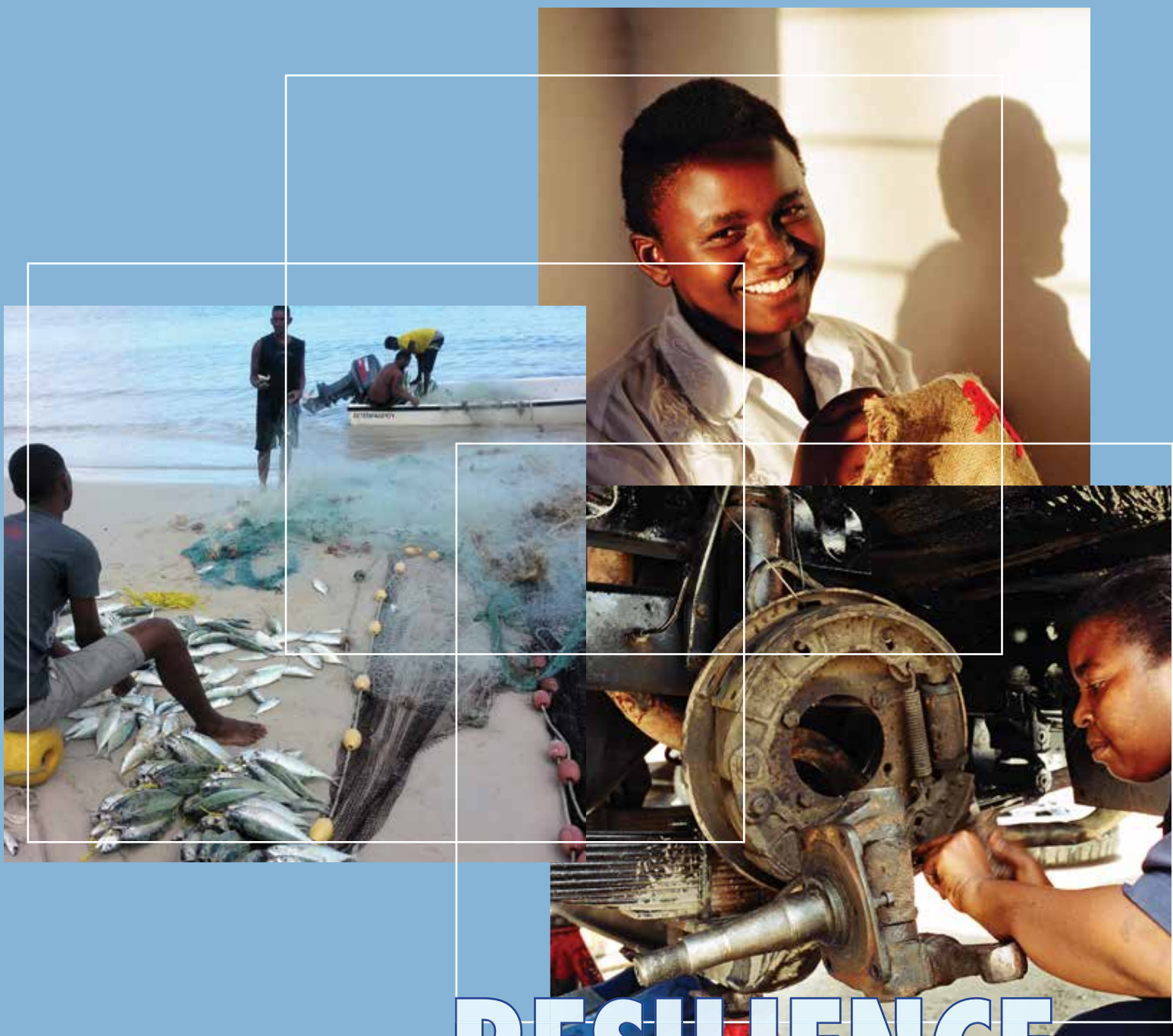




Africa

FROM FRAGILITY TO



RESILIENCE

through decent work

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ILO ENGAGEMENT IN FRAGILE STATES IN AFRICA

Over the last decade, with growing concern for human security and peacebuilding, addressing the challenge of “fragile states” has emerged as a priority for the international community.

From a theory of change perspective, ILO defines “effective ILO engagement in fragile states in the Africa region” as: “engagement deep enough to generate a significant and observable positive impact on those aspects of fragility that lie within ILO’s domain”.

Priorities

The ILO’s activities in African fragile states will be clustered around two priorities:

Priority 1:

Strengthening the institutions, processes and mechanisms for quality employment and livelihoods creation

Areas of focus

Intensifying work on the enabling environment
Supporting the expansion of employment and livelihoods opportunities
Strengthening South-South cooperation

Priority 2:

Fostering development inclusiveness

Areas of focus

Promoting social protection and advancing equity and rights at work

EXECUTIVE SUMMARY

A Framework Strategy For ILO’s¹ Engagement in Promoting Decent Work in Fragile States in the Africa Region

This report presents a draft framework strategy for strengthening the engagement of ILO in the promotion of decent work in fragile states in Africa. It is based on data and information from multiple sources, including: desk reviews and document analyses, interviews with ILO staff at headquarters, the Regional Office, selected Country Offices and some stakeholder consultations.

Context

ILO’s mandate and its strategic policy framework provide the context for this framework strategy. The ILO was established partly in response to the challenges of reconstruction after the First World War. Over time, its role in supporting employment creation in countries recovering from crisis has grown significantly. In recent years, the ILO has been increasingly active in peacebuilding and post-disaster recovery. In 2014 the ILO signed a Memorandum of Understanding with the g7+ group of fragile states. Fourteen of these 20 self-declared fragile states are located in Africa.

Several of the recently agreed post-2015 Sustainable Development Goals (SDGs) touch directly on ILO’s mandate. In particular, Goal 8 is to promote ‘inclusive and sustainable economic growth, full and productive employment and decent work for all’.² Furthermore, the recent revision of Recommendation 71 ‘Transition from War to Peace’, places renewed emphasis on addressing employment and decent work related challenges in fragile settings. Moreover, ILO is a member of the International Dialogue on Peacebuilding and Statebuilding. On the African continent, the African Union recently reaffirmed its determination to place employment creation as an explicit and central objective of economic and social policies.

Against this background, the ILO Regional Office for Africa (ROAF) has undertaken to develop a coherent framework strategy for stronger ILO engagement in the promotion of decent work in fragile states in Africa.

Rationale

While ILO has become more engaged in fragile settings, its *modus operandi* has predominantly been one of supporting individual technical cooperation projects in some fragile states. Moreover, this support typically evolves in an *ad hoc* fashion depending on availability of resources, and is not the result of following a specific plan.³ In an era of greater international emphasis on nurturing resilience in fragile states, a framework strategy, grounded in the areas

¹ The acronym ILO designates both the International Labour Organization and its secretariat, the International Labour Office.

² United Nations 2015. Transforming our World: the 2030 Agenda For Sustainable Development. <https://sustainabledevelopment.un.org/content/documents/7891TRANSFORMING%20OUR%20WORLD.pdf> At least three other SDGs touch on ILO’s mandate: Goal 1 (which includes the social protection floor), Goal 10 (inequality) and Goal 16 (peaceful societies).

³ Except in countries that have developed a Decent Work Country Programme.

of ILO domain competence, represents a necessary alternative to the current approach. The ILO's Memorandum of Understanding with the g7+ group of fragile states represents a political commitment to deepen its support to these member states. Furthermore, ILO's mandate of working for social justice represents a unique crosscutting approach for working with the emerging international frameworks for engagement with fragile states, such as the New Deal and its peace and security goals (PSGs).

Scope of this Report

This report is a contribution to the development of a framework strategy for effective engagement of the ILO in fragile settings in the Africa region. From a theory of change perspective, we define **"effective ILO engagement in fragile states in the Africa region" as: "engagement deep enough to generate a significant and observable positive impact on those aspects of fragility that lie within ILO's domain"**. The report explores some specific objectives that ILO could seek to accomplish in fragile situations, and proposes an approach towards accomplishing those goals.

The immediate focus of the strategy will be the g7+ countries in Africa, mainly because this group of countries self-identifies as "fragile", and it is the group with which ILO has an explicit undertaking. The strategic approach proposed here should, however, also be applicable in other contexts.

Fragility in Africa

Fragile states have several characteristics in common, such as widespread poverty, weak or dysfunctional governance, insecurity and an absence of productive opportunities. They also differ, however in important respects. Context specificity is therefore essential in designing a strategy for fragile states. The g7+ suggests, for instance, that countries in fragile situations may be placed in five different stages of progress depending on the drivers of fragility in each country.



Members of the rebel group withdrawing from the North Kivu provincial capital of Goma in 2012. Democratic Republic of the Congo (DRC), represents one of the most complex cases of fragility in Africa. UN Photo/Sylvain Liechti

Indicators for the g7+ countries in Africa show that, on the economic side, all the countries are "low-income" (per capita income \leq \$1,045), except for Sao Tome & Principe, and Cote d'Ivoire that are "lower middle income". Indeed, other than these two, they are also all "least developed countries" by UN definition. All the economies are "small" even by African standards, except for DRC and Côte d'Ivoire. On the human development side, all the countries, except Sao Tome & Principe belong in the low human development group.

Most of them have made significant progress in the last few years in providing an enabling environment for business, although they still have substantial challenges. On the policy and institutional side, only three countries (Burundi, Cote d'Ivoire and Sierra Leone) scored just above the sub-Saharan Africa average on the Country Policy and Institutional Assessment (CPIA). Compared to previous years, however, observable progress has been made in most of them. With respect to fragility and risk, South Sudan, Somalia and Central African Republic (CAR) are, not surprisingly, the top three in the world. Indeed, six of the fragile states under consideration here are in the top ten "fragile" states globally and another four are in the next decile. All 14 countries in the g7+ are marked by a history of political instability and are still in transition to various degrees – from active civil war in South Sudan and CAR to relatively mild instability in Guinea and Sao Tome and Principe.

ILO work in African Fragile States

In fragile states, as in non-fragile countries, the work of the ILO covers all areas of the organization's strategic agenda, namely: promoting rights at work, employment creation, social protection, and promoting social dialogue and tripartism. The ILO's project implementation in fragile states has increased over tenfold in the last ten years. The total allocation to Africa's fragile states for the last three years is just under \$40 million. Almost 90 percent of the allocation to fragile states was to four countries: Somalia, DRC, Liberia and Sierra Leone. Almost half of the budget was spent on the employment objectives.

A closer review of the ILO's programmes in the Democratic Republic of Congo and Somalia, the two countries that represent perhaps the most complex cases of fragility in Africa, provide a good elaboration on how ILO has engaged in fragile states in Africa. Projecting from these two countries, evaluations of ILO projects typically conclude that they have generally been relevant, they mostly achieve their objectives, are effective and often efficient (all things considered). Suggestions for improvement typically center on the flow of funds, administrative bottlenecks and better technical backstopping. Many of the issues are often within ILO's organizational capacity to address, but some indicate a need to examine whether ILO's internal set up is fully adequate to work in fragile settings. In addition, there are often issues of environmental constraints, which are beyond the control of the organization. ILO is also often commended for its technical standards and for innovative approaches, such as community contracting.

On the question of sustainability and impact, however, ILO projects are usually assessed as being too small in scale. Short-term employment might be created, business and vocational skills provided, and roads rehabilitated. But they are usually on so small a scale that their impact on the overall question of fragility is limited. Those projects, like the UN Joint Programme on Local Governance (JPLG) in Somalia, that make a discernible difference have done so because of their relatively longer-term engagement. The main message that emerges from a broad portfolio review and the detailed examination of these two countries is that long-term engagement is essential to ensure that the results of ILO interventions take root.⁴ In fragile situations, because capacities at all levels have been substantially eroded, the learning dimension of projects is of exceptional significance.

⁴ Of course, this is not specific to ILO or to fragile states; it is the fundamental question for all development cooperation efforts.

ILO Strengths, Weaknesses, Opportunities and Threats

Based on the review of relevant documents and the interviews with officials and stakeholders, the consultant undertook a SWOT (Strengths, Weaknesses, Opportunities and Threats) analysis of the ILO in the Africa region. The analysis indicated that the main **strengths** of the organization in the region's fragile states are as follows: It has a strong brand as **the** employment agency and a strong cadre of excellent specialists and expertise across all areas of its mandate. It has also developed a wide variety of specialist models and business tools that are essential in promoting livelihoods in poor countries. The ILO's tripartite governing structure gives it a unique position among UN agencies, and it straddles the normative and operations domains of the work of the United Nations.

The organization's **weaknesses** include an organizational set-up that is not fully adequate to deal with the operational challenges of work in fragile settings; an organizational tendency towards operating in silos, among which communication is poor; and a weak presence on the ground, with offices in only 13 African countries, each of which covers several countries. Furthermore, ILO does not project its work or its successes very effectively; and there is continuing tension within the organization between its normative and operational functions, with some staff members not sharing an acceptance of the need for deep ILO programmatic engagement in member countries.

The **opportunities** include the strong political commitment of the leadership of the g7+ group of countries, and of ILO leadership; an international environment that is more and more disposed to dealing with issues of fragility, and the promise of South-South (Fragile-to-Fragile) cooperation and peer learning among the g7+ countries. The remarkable growth performance of Africa over the last decade, and its good medium-term growth prospects represent an important opportunity for the region's fragile states.

The **threats** include the continuing volatility in fragile states' operating environments and the persistent threat of destabilizing extremists; the continuing uncertainty regarding resource availability to ILO and similar organizations, and the fact that other players' strengths are growing in ILO competence areas.

Some of the issues that are teased out from the SWOT analysis to inform the strategy are the following:

- Beyond "good practices" look to build scalable interventions;
- Leverage the advantage of the tripartite constituency and strengthen their capacities;
- Seize the lead on the employment goals within the post 2015 agenda, and within the PSGs [Goal 4 (Economic Foundations)];
- Invest more in the policy process; and
- Enhance operational effectiveness.

A Framework for Engagement

Drawing from the ILO corporate vision and statement of expected outcomes for its 2010-2015 strategic policy framework, the objective of the ILO framework strategy for African fragile states in 2016-2020 may be stated as: **to strengthen their foundation for inclusive development by delivering on their decent work agendas.**

Guiding Principles

The strategy will be undergirded by the following basic principles:

- Ensure context specificity
- Place employment and livelihoods creation explicitly at the core of ILO engagement, as this underpins a range of issues that are critical in addressing fragility
- Be prepared to engage for the long term

- Strengthen and build on local resources
- Foster an inclusive approach to policy dialogue, with a focus on tripartism and social dialogue
- Engage with the larger society via CSOs and community organizations
- Strengthen partnerships as a means of programme implementation to take its initiatives to scale



Lucia Boki fetches water at a borehole the village of Bilinyang, near Juba, South Sudan. Photo: © Arne Hoel / World Bank

Strategic Priorities

The ILO engagement in African fragile states will have two priorities: (1) strengthening the institutions, processes and mechanisms for quality employment and livelihoods creation and (2) fostering development inclusiveness.

Under the first priority, there will be three focus areas. First will be **intensifying work on the enabling environment**, with renewed ILO emphasis on facilitating the participation of both workers' and employers' organizations in the policy-making and planning processes. Indicative activities will include:

- Enhancing the participation of social partners in country dialogues on macroeconomic policy and sector policy;
- Strengthening the capacity of social partners, or facilitating the emergence of such social partners in countries where they do not exist (which is the case in a number of fragile states);
- Mobilizing and strengthening the capacity of the private sector to undertake job-rich investment; and
- Enhancing value chain development.

Second will be **supporting the expansion of employment and livelihoods opportunities**, which will promote employment and livelihoods with emphasis on linking graduates of skills development and vocational training programmes to sustainable self-employment or private sector demand. Indicative activities will include:

- Promoting projects to support skills and entrepreneurship development;
- Promoting comprehensive and integrated local economic development programmes;
- Enhancing value chain development by leveraging ILO's partnership culture;
- Increasing the capacity of social and solidarity economy organizations to create and expand productive and decent self-employment; and
- Scaling up employment-intensive public works programmes.

Third will be **strengthening South-South cooperation** where indicative activities will include:

- Promoting experience sharing in the design and implementation of micro-finance schemes;
- Promoting experience sharing on policies, mechanisms and incentives for MSME creation;
- Promoting experience sharing on the development of cooperatives for the promotion of opportunities, protection and empowerment, especially for women and girls; and
- Promoting experience sharing on design and implementation of youth employment schemes.

The second priority area has one broad area of focus, namely **promoting social protection and advancing equity and rights at work**. The Social Justice Declaration offers a powerful framework for promoting inclusiveness in development that will continue to inform ILO engagement in fragile states. Indicative activities will include:

- Supporting countries to develop and implement policies and programmes for the elimination of child labour;

- Supporting countries to develop and implement strategies to promote improved working conditions, especially for the most vulnerable workers;
- Supporting countries to develop and implement workplace policy on communicable diseases;
- Fostering the evolution from cash for work to work guarantee schemes as part of wider institutional development of social protection; and
- Supporting countries to develop and implement policy and action in support of minority groups, such as indigenous peoples.

Implementing the Strategy

There are several important issues to be addressed to ensure successful implementation of the strategy. These include:

- **Leadership issues:**
 - Appoint a focal point to lead the implementation process.
 - Establish time-bound goals for each fragile state.
 - Ensure adequate staffing and resourcing particularly of the Country Offices.
 - Determine additional resources required and design a resource mobilization plan.
 - Adjust ILO's business processes to strengthen their effectiveness and install adequate oversight and quality assurance.
- **Ownership issues:**
 - Ensure that the entire organization is on board; convene an all media dialogue, including an electronic discussion with staff as well as additional discussions at the Regional Meeting in November.
 - Clarify responsibilities and accountabilities of all staff.
- **Partnership issues:**
 - Develop a partnership-building plan that encompasses a wide range of possible conventional and new partners.
- **Monitoring and Evaluation:**
 - Establish mechanisms to monitor and review implementation and make adjustments as necessary.
 - Establish a Results Monitoring framework.

Risks and Mitigation Measures

Some risks must be factored into the strategy planning process. The most critical, and the corresponding mitigation measures are as follows:

- **R.1: Inadequate Financing**
Mitigation: Leverage resources from other partners, including governments, traditional and non-traditional (south-south) development partners and the private sector.
- **R.2: Programmatic risk: failure to achieve specified objectives or potential to do harm**
Mitigation: Show a clear line of sight from the start of an action to its impact, in the work plan for each country.
- **R.3: (Business) Process risk: Unduly long intervals between implementation milestones**
Mitigation: Clarify implementation schedule and specify and monitor accountabilities.
- **R.4: Mission creep: Going into areas outside of priorities**
Mitigation: State goals clearly, specify responsibilities, and install a transparent performance assessment framework.

1

CONTEXT, SCOPE AND APPROACH

This report presents a draft framework strategy for strengthening the engagement of ILO in the promotion of decent work in fragile states in Africa. Over the last decade, with growing concern for human security and peacebuilding, addressing the challenge of “fragile states” has emerged as a priority for the international community. The term “fragile state” remains contested, not least because it is often combined with “conflict affected states”.⁵ Nonetheless most analysts agree that fragility often goes along with substantial socio-economic and political deficits. While countries in fragile situations differ in many respects, they also have several similarities, such as significant political instability, citizen insecurity and governance deficits.

Over the last decade, with growing concern for human security and peacebuilding, addressing the challenge of “fragile states” has emerged as a priority for the international community.

⁵ For instance, the New Deal document states that 1.5 billion people live in fragile and conflict affected states. International Dialogue on Peacebuilding and Statebuilding (2011), A New Deal for engagement in fragile states, at <http://www.newdeal4peace.org/wp-content/uploads/2013/01/new-deal-for-engagement-in-fragile-states-en.pdf>

Context

ILO's mandate and its strategic policy framework provide the context for this framework strategy. The ILO was established partly in response to the challenges of reconstruction after the First World War. Over time, its role in supporting employment creation in countries recovering from crisis has grown significantly. In 1996, it set up the ILO Action Programme on Skills and Entrepreneurship Training for Countries emerging from Armed Conflict. In 1999 this became the InFocus Programme on Crisis Response and Reconstruction (IFP/CRISIS, subsequently ILO/CRISIS). In 2013 the Fragile States and Disaster Response (FSDR) Group was established within the Employment Policy Department with the aim of ensuring Office-wide coordination of the ILO's engagement in fragile situations and disaster settings. In 2014 the ILO signed a Memorandum of Understanding with the g7+ group of fragile states for cooperation in job creation, skills development, social protection, South-South technical cooperation, migration, and labour market monitoring. Fourteen of the twenty self-declared fragile states that constitute the g7+ are located in Africa.⁶

Overarching these considerations are the proposals coming out in the global dialogue on development. Several of the recently agreed post-2015 Sustainable Development Goals (SDGs)⁷ touch directly on ILO's mandate. In particular, Goal 8 is to promote "inclusive and sustainable economic growth, full and productive employment and decent work for all".⁸ Furthermore, the forthcoming revision of Recommendation 71 "Transition from War to Peace" in 2016 and 2017, places renewed



Residents of Rutshuru Territory flee their homes to seek safety in Goma, July 2012, Kibati, Democratic Republic of the Congo. UN Photo/Sylvain Liechi

emphasis on addressing employment and decent work related challenges in fragile settings. Moreover, ILO is a member of the International Dialogue on Peacebuilding and Statebuilding and cooperates closely with several UN agencies.

On the continent, the African Union recently reaffirmed its determination to place employment creation as an explicit and central objective of economic and social policies⁹. Against this background and in line with ILO's strategic priorities, the Regional Office for Africa (ROAF) has designated fragile states a priority for its work in the region in the 2016-17 Programme and Budget (P&B). Accordingly, ROAF has undertaken to develop a coherent framework strategy for its stronger ILO engagement in the promotion of decent work in fragile states in Africa.

Rationale for More Focused Strategy

The ILO has a long history of seeking to promote employment, social dialogue, social protection and international labour standards in fragile situations. In recent years, the ILO has been increasingly active in peacebuilding and post-disaster recovery, focusing on

strengthening labour market governance, and promoting employment opportunities with a specific focus on youth in vulnerable employment conditions. However, its *modus operandi* has predominantly been one of "projectized support" – individual technical cooperation projects in some fragile states. Moreover, this support typically evolves in an *ad hoc* fashion depending on availability of resources, and is not the result of following a specific plan.

In an era of greater international emphasis on nurturing resilience in fragile states, a framework strategy, grounded in the areas of ILO domain competence, represents a necessary alternative to the current approach. The ILO's Memorandum of Understanding with the g7+ group of fragile states represents a political commitment to deepen its support to these member states. Furthermore, ILO's mandate of working for social justice represents a unique cross-cutting approach for working with the emerging international frameworks for engagement with fragile states, such as the New Deal and its peace and security goals (PSGs).

Purpose and Scope of this Report

This report is a contribution to the development of a framework strategy for effective engagement of the ILO in fragile settings in the Africa region. From a theory of change perspective, we define "effective engagement" as engagement deep enough to generate a significant and observable positive impact on those aspects of fragility that lie within ILO's domain. The report explores some specific objectives that ILO could seek to accomplish in fragile situations, and proposes an approach towards accomplishing those goals. The proposed framework strategy seeks to enhance the relevance of the ILO's contribution and engagement in fragile settings by focusing on areas where the organization has a clear comparative advantage.

The immediate focus of the strategy will be the g7+ countries in Africa, mainly because this group of countries self-identifies as "fragile", and it is the group with which ILO

has an explicit undertaking. While members of the group have several characteristics in common, the g7+ recognizes that they lie at different points along a broad spectrum of fragility.¹⁰ Furthermore several African countries that are not members of the g7+ group, share some of the key features of fragility. Moreover, as is now widely understood, countries that are mainly stable and growing may have areas of fragilities. The strategic approach proposed here should also be applicable in these contexts.

Moreover, because the fragile state environment is in continuous flux, a strategy for engagement in these circumstances must always be a work in progress. As conditions change, so must the strategy. A strategy for ILO engagement in fragile states must be as concerned with adaptability to changing circumstances as it is to entry points as with sustainability.

The report is expected to inform ILO strategy, policy and programming for the Africa region during 2016-17 and beyond. It is trusted the report may also contribute to knowledge through the identification and analysis of good practices that could be adapted and applied in other countries and contexts.

Approach and Methodology

The report is based on data and information from multiple sources, including: desk reviews and document analyses, interviews with ILO staff at headquarters, the Regional Office, selected country offices, and some stakeholder consultations. Following on-line and Skype consultations with staff at ROAF in order to get a full sense of the task and further clarify the TORs, a series of interviews was conducted with selected staff members from headquarters units and country offices. We conducted Skype interviews and online consultation with ILO staff in the Dakar,

¹⁰ In its brief on the fragility spectrum, the G7+ identifies five stages of fragility (Crisis, Rebuild and Reform, Transition, Transformation, and Resilience) and encourages countries to be broadly aware where they lie within this spectrum. See: G7+ (2013). *The Fragility Spectrum. Note on the G7+ Fragility Spectrum* <http://static1.squarespace.com/static/5212dafbe4b0348bfd22a511/t/52a6bc4ee4boobgd58fba50a/1386658894692/06112013+English+Fragility+Spectrum+Note.pdf>

⁵ For instance, the New Deal document states that 1.5 billion people live in fragile and conflict affected states. *International Dialogue on Peacebuilding and Statebuilding (2011), A New Deal for engagement in fragile States*, at <http://www.newdeal4peace.org/wp-content/uploads/2013/01/new-deal-for-engagement-in-fragile-states-en.pdf>.

⁶ Burundi, Central African Republic, Chad, Comoros, Côte d'Ivoire, Democratic Republic of Congo, Guinea, Guinea-Bissau, Liberia, São Tomé & Príncipe, Sierra Leone, Somalia, South Sudan and Togo.

⁷ United Nations 2015. *Transforming our World: The 2030 Agenda For Sustainable Development – Finalized text for adoption (1 August)*. <https://sustainabledevelopment.un.org/content/documents/7891TRANSFORMING%20OUR%20WORLD.pdf>

⁸ At least three other SDGs touch on ILO's mandate: Goal 1 (which includes the social protection floor), Goal 10 (inequality) and Goal 16 (peaceful societies).

⁹ African Union 2015. *Declaration on Employment, Poverty Eradication, Inclusive Development in Africa. Doc. Assembly/AU/20(XXIV)* http://www.au.int/en/sites/default/files/Assembly%20AU%20Dec%20546%20-%20568%20%28XXIV%29%20_E.pdf

covering Burundi and the Sahel countries. We also conducted Skype interviews and online consultation with ILO headquarters staff (including FSDR/DEVINVEST, SFU, PARDEV, FPRW, and with researchers at CCDP of the Graduate institute (working with the ILO, investigating Employment and Decent Work in fragile settings).¹¹ We undertook missions to ILO's Regional Office for Africa (ROAF) in Addis Ababa, the Democratic Republic of Congo and Kenya (for the Somalia programme).

A quick review of the literature on employment and livelihoods challenges in fragile states was undertaken, drawing on the academic literature, and key documents from the multilateral financial institutions, and multilateral bilateral development agencies. Documentation pertaining to the ILO's engagement in fragile settings was analyzed, with particular focus on work in the Africa region. Documents reviewed include Decent Work Country Programmes for countries in situations of fragility, and a selection of project reviews and internal as well as independent evaluations of projects that have been implemented in Africa's fragile states in the last 10 years. ILO policy and technical tools documents were also examined.

Structure of the Report

The rest of the report is structured as follows. Section 2 is concerned with current ILO engagement in fragile settings in Africa. It highlights key characteristics of the g7+ countries in the Africa region, examines the content of ILO engagement in fragile states in Africa, and highlights some lessons of experience. Section 3 presents the results of a rapid appraisal of the strengths, weaknesses, opportunities and threats (SWOT) of the ILO in relation to Africa's fragile countries. The analysis identifies the internal and external factors that are conducive or unfavourable to the attainment of the organization's strategic objectives. Section 4 proposes a strategic framework for ILO engagement in fragile states, encompassing considerations of vision, engagement principles, priorities and areas of focus. Section 5 discusses how to implement the strategy. It examines

issues that need to be addressed to ensure successful implementation, including leadership, ownership and partnership issues, and it considers possible risk and appropriate mitigation measures. Section 6 provides some concluding remarks.

¹¹ Full list of persons consulted in Annexe 2

2

ILO ENGAGEMENT IN FRAGILE STATES IN AFRICA¹²

This section considers first the key characteristics of the g7+ group of countries in the Africa region, as representatives of countries in fragile situations. It then examines the content of ILO's engagement in these states highlighting some lessons of experience.

Fragile states have several characteristics in common, such as widespread poverty, weak or dysfunctional governance, insecurity and an absence of productive opportunities.

¹² While our focus here is on states in fragile situations, it is worth noting that much of ILO's work in non-fragile situations (e.g. on migration) contributes to forestalling a possible slide into fragility.

Fragility in Africa

Fragile states have several characteristics in common, such as widespread poverty, weak or dysfunctional governance, insecurity and an absence of productive opportunities. They also differ, however in important respects. Context specificity is therefore essential in designing a strategy for fragile states. The g7+ suggests, for instance, that countries in fragile situations may be placed in five different stages of progress depending on the different drivers of fragility in each country. It identifies five stages of fragility, namely:

- Crisis – a period where there is acute instability in a country, with increased levels of violent conflict, the potential for a lapse into more generalized violent conflict, or where there has been a natural or manmade disaster.
- Rebuild and Reform – renewed efforts towards political dialogue to resolve political differences are in evidence. However, there is often inequitable power sharing between groups. Some progress can be seen on disarmament processes, but security issues remain a challenge for the country's stability, with high proliferation of small arms.
- Transition – there is a signature of agreements and an overall situation of stability. There is more space for formal dialogue between parties, which leads to the creation of institutions to support the dialogue process, including the existence of electoral institutions.
- Transformation – there are credible, non-violent and democratic political processes, civil society is playing an increasingly active role in political and societal debates, and increasingly good governance principles are adhered to.
- Resilience – the capacity of the society to deal with its challenges and to absorb shocks without relapsing into crisis has been largely institutionalized in its social customs, cultural practices, social contract and formal state institutions.

¹³ Organization for Economic Co-operation and Development, Development Assistance Committee (OECD/DAC) 2007. *Principles for Good International Engagement in Fragile States and Situations*. OECD, Paris. <http://www.oecd.org/dac/>

The imperative of understanding specific country contexts is also explicit in the OECD/DAC's principles for engagement:

"It is particularly important to recognize the different constraints of capacity, political will and legitimacy, and the differences between: (i) post-conflict/crisis or political transition situations; (ii) deteriorating governance environments, (iii) gradual improvement, and; (iv) prolonged crisis or impasse".¹³

Table 2.1 shows a number of indicators for the g7+ countries in Africa. On the economic side, the World Bank classifies all the countries as "low-income" (per capita income \leq \$1045), except for Sao Tome & Principe, and Cote d'Ivoire that are "lower middle income". Indeed, other than these two, they are also all "least developed countries" by UN definition. The size of the economies varies considerably from \$300 million GDP in São Tomé & Príncipe to \$33 billion in DRC. In the main however, except for DRC and Cote d'Ivoire, the economies are "small", even by African standards. Ten of them have a GDP of \$4 billion or less. Growth rates have been mainly respectable, except for CAR with negative growth in the past five years. Liberia and South Sudan have double-digit growth rates, and all the others range from about 2 to 7 per cent.

On the human development side, all the countries, except Sao São Tomé & Príncipe belong in the low human development group. Indeed, all the others but Togo are in the bottom decile of the HDI rankings. The rankings of the countries according to the Doing Business and CPIA¹⁴ indicators of the World Bank and the Fragility and Risk index¹⁵ of the Fund for Peace, shed some light on

¹⁴ The CPIA (Country Policy and Institutional Assessment) describes the progress that International Development Association (IDA), countries are making on strengthening the quality of policies and institutions that underpin development. The scores are based on an assessment of the quality countries' policy and institutional framework in four areas: economic management, structural policies, social inclusion and equity, and public sector management and institutions. The scores, are on a scale of 1–6, with 6 being the highest CPIA scores are used in determining IDA's allocation of resources to the poorest countries.

¹⁵ The Fragile States Index, based on twelve primary social, economic and political indicators, seeks to assess, countries' levels of stability and the pressures they face in such areas as uneven economic development, state legitimacy, group grievance, and human rights.

the governance and institutions aspects of these countries. Most of them have made significant progress in the last few years in providing an enabling environment for business. However, they still have substantial challenges. Similarly, on the CPIA score, only three countries (Burundi, Cote d'Ivoire and Sierra Leone) score just above the sub-Saharan Africa average. However, compared to previous years, observable progress has been made in most of them. With respect to

fragility and risk, South Sudan, Somalia and CAR, not surprisingly, are the top three in the world. Indeed, six of the fragile states under consideration here are in the top ten "fragile" states globally and another four in the next decile. All 14 countries in the g7+ are marked by a history of political instability and are still in transition to various degrees – from active civil war in South Sudan and CAR to relatively mild instability in Guinea and Sao Tome and Principe.

Table 2.1: Selected Indicators on Fragile States (2013, unless otherwise specified)

Country	GDP \$US bn	GDP growth rate (2009- 2013)	Popu- lation (mil)	GNI per capita current \$US	Poverty Head- count Ratio (% of popu- lation)	HDI ranking x/187	Doing Business Rank x/189 (2015)	CPIA	Fragility and risk rank x/178 (2015)
Burundi	2.7	4.1	10.2	260	66.9 (2006)	180	152	3.2	18
CAR	1.5	-5.6	4.6	320	62.0 (2008)	185	187	2.5	3
Chad	13.5	6.1	12.8	1,030	46.7 (2011)	184	185	2.6	6
Comoros	0.6	2.8	0.7	840	44.8 (2004)	n.a.	159	2.8	59
Cote d'Ivoire	31.1	3.8	20.3	1,450	42.7 (2008)	171	147	3.2	15
DRC	32.7	7.3	67.5	430	63.6 (2012)	186	184	2.9	5
Guinea- Bissau	0.96	2.9	1.7	590	69.3 (2010)	177	179	2.5	17
Guinea	6.1	3.2	11.7	460	55.2 (2012)	179	169	3.0	10
Liberia	1.95	10.3	4.3	410	63.8 (2007)	175	174	3.1	21
São Tomé & Príncipe	0.3	4.4	0.2	1470	43.5	142	153	3.1	93
Sierra Leone	4.1	5.5	6.1	660	52.9 (2011)	183	140	3.3	31
Somalia	0.92	n.a.	10.5	150 (1990)	73 (2010)	165 (2010)	n.a.	n.a.	2
S. Sudan	11.8	13.1*	11.3	950	50.6 (2009)	n.a.	186	2.1	1
Togo	4.3	5.1	6.8	530	58.7 (2011)	166	149	3.0	47

Notes: * 2012-2013

Sources: World Bank, World Bank Indicators, 2015. <http://data.worldbank.org/products/wdi>

World Bank. Doing Business 2015. <http://www.doingbusiness.org/-/media/GIAWB/Doing%20Business/Documents/Annual-Reports/English/DB15-Full-Report.pdf>

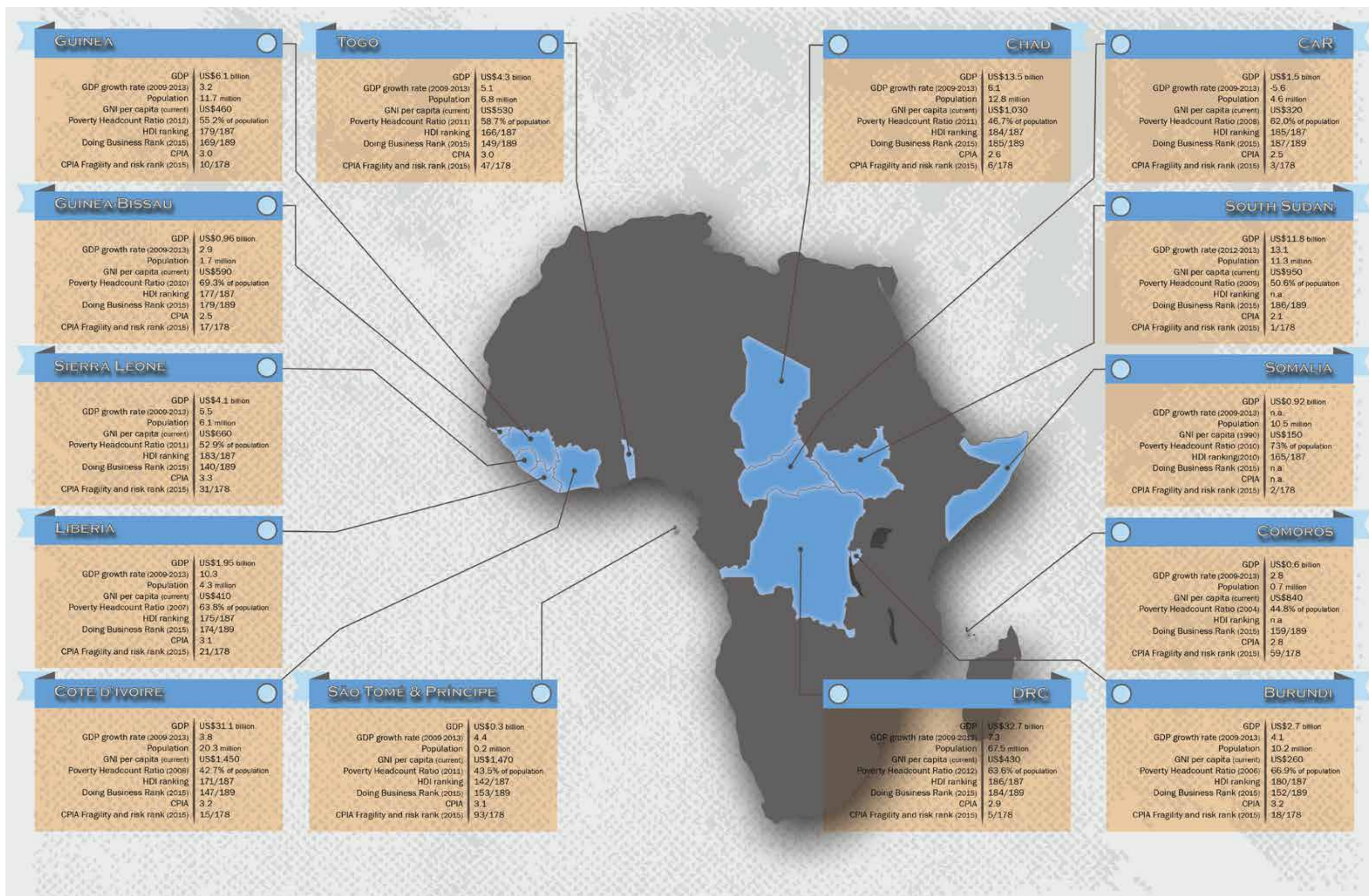
World Bank 2014. CPIA Africa: Assessing Africa's Policies and Institutions (Includes Djibouti and Yemen). Washington, DC: World Bank Group. http://www-wds.worldbank.org/external/default/WDSContentServer/WDSP/IB/2014/06/25/000456286_20140625142425/Rendered/PDF/889910WPoREPLAooBox385241BooPUBLICo.pdf

UNDP Somalia. The Somalia Human Development Report 2012. http://hdr.undp.org/sites/default/files/reports/242/somalia_report_2012.pdf

UNDP 2014. Human Development Report 2014. <http://hdr.undp.org/en/content/table-1-human-development-index-and-its-components>

Fund for Peace. 2015. Fragile States Index 2015. <http://library.fundforpeace.org/library/fragilestatesindex-2015.pdf>

Figure 1: Fragile States in Africa (Sources: same as table 2.1)



This section presents the results of a rapid appraisal of the strengths, weaknesses, opportunities and threats (SWOT) of the ILO in relation to Africa's fragile countries. The analysis identifies the internal and external factors that are conducive or unfavourable to the attainment of the organization's strategic objectives.

In fragile states, as in non-fragile countries, the work of the ILO covers all areas of the organization's strategic agenda, namely, promoting rights at work, employment creation, social protection and promoting social dialogue and tripartism.

Evolution of ILO approach

Since its beginning in the aftermath of the First World War, ILO has been in the forefront of employment promotion in post-conflict settings. The preamble to ILO's Constitution starts with the sentence "Whereas universal and lasting peace can be established only if it is based upon social justice. The Employment (Transition from War to Peace) Recommendation, No. 71 (1944) proposed a pioneering approach to promoting peace and social justice through employment-based recovery and reconstruction. In the 1990s, the organization was a leading practitioner of the local economic development (LED) approach.¹⁶ The LED approach combines different ILO tools such as enterprise promotion and social finance to stimulate economic recovery in post-crisis situations. Early examples include ILO's participation in the Development Programme for Displaced Persons, Refugees and Returnees in Central America (PRODERE) (1989-96), the Association of Cambodian Local Economic Development Agencies (ACLEDA project in Cambodia (1992-95), as well as LED programmes in the post-war Balkans. In Africa, the approach has been used in Angola and Mozambique among others.

More recently, ILO has exercised even greater leadership with its role in formulating the United Nations Policy for Post-Conflict Employment Creation, Income Generation and Reintegration. In 2006 the UN Secretary-General's Policy Committee requested UNDP and ILO to jointly lead an inter-agency effort towards the development of a UN Policy for Post-Conflict Employment Creation, Income Generation and Reintegration, and an Operational Guidance Note for the policy. The Secretary General endorsed the policy in May 2008 and the UNDG approved the guidance note in November 2009. Following two years of research, analysis and extensive inter-agency consultation a policy emerged to guide the work of UN agencies in the aftermath of conflict.¹⁷

The policy proposed three mutually reinforcing tracks of employment promotion

policies and programmes. The first track aims to consolidate security, stabilize income generation and provide emergency employment. This was considered essential to consolidate peace and establish a foundation for the resumption of basic development. The second track focuses on the community. It envisaged support for income-generating activities, private sector development and micro-finance for communities with a view to jump-starting local labour demand, stimulating local economic recovery. The third track aims at long-term employment creation and stimulation of decent work opportunities. This track is of particular relevance to the strategy question because it was articulated explicitly in the context of the Decent Work approach:

"This track involves support to policies, institutional capacity development at the national level and creating a framework for social dialogue to define, by consensus, 'the rules of the game'. These activities should also start immediately after the crisis, but intensify with increased stability and recovery. The ultimate goal is to promote sustainable long-term development that sustains 'productive employment and decent work', while respecting fundamental human rights, promoting gender equality and giving attention to other marginalized groups."¹⁸

ILO has also been active in post-disaster recovery working on employment and livelihoods issues. It is an active member of the Inter-Agency Standing Committee's (IASC) sub-working group on disaster preparedness and a consolidated appeal process for humanitarian emergencies. It is also a member of the global IASC Cluster Working Group on Early Recovery and has sometimes been co-leader at country-level in post-disaster situations.

¹⁷ United Nations 2009. *United Nations Policy for post-conflict employment creation, income generation and reintegration. Governing Body Conference paper, 26 October 2009: GB.306/TC/5, Geneva.* http://www.ilo.org/wcmsp5/groups/public/---ed_norm/---relconf/documents/meetingdocument/wcms_116195.pdf

¹⁸ GB.306/TC/5: 21

Current ILO Work in Fragile States

In fragile states, as in non-fragile countries, the work of the ILO covers all areas of the organization's strategic agenda, namely:

- **Promoting rights at work:** by elaborating and promoting international labour standards aimed at ensuring that economic growth and development go along with the creation of decent work. In fragile states this includes a focus on the fundamental principles and rights at work.
- **Employment creation:** by promoting economic environments that generate inclusive job-rich growth, entrepreneurship, skills development, to increase the employability of workers and the competitiveness of enterprises, and sustainable livelihoods.
- **Social protection:** by extending the coverage and effectiveness of social security schemes, promoting labour protection and decent conditions of work, (including wages, working time and occupational safety and health), and protecting vulnerable groups (including migrant workers, workers in the informal economy, and workers living with HIV and AIDS).
- **Promoting social dialogue and tripartism:** by encouraging social dialogue in the design and implementation of national policies, and supporting governments, employers' and workers' organizations to nurture sound labour relations and improved labour administration.

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Table 2.2: Extra budgetary technical cooperation (XBTC) in African fragile states 2012-2014 (US\$, 000)*

Country	2012		2013		2014	
	\$	%	\$	%	\$	%
Burundi	39		578		473	
Central African Republic	21		88		24	
Chad			17			
Comoros	209		79		362	
Cote d'Ivoire			61		381	
DRC	2,124		2,062		2,079	
Guinea						
Guinea Bissau						
Liberia	3,317		1,238		877	
Sierra Leone	2,149		561		125	
Sao Tome & Principe						
Somalia	6,315		5,751		8,193	
South Sudan	295		569		208	
Togo	976		388		172	
Total Fragile States	15,445		11,392		12,894	
Total Africa	83,139		77,703		78,374	
Fragile States as % of Africa		18.6		14.7		16.5
Africa as % of total XBTC		28.6		27.6		28.3

* Does not include allocations under "Africa Regional"

Source: ILO 2015. ILO Extra-Budgetary Technical Cooperation Annual Report 2014, Expenditure and Delivery. Partnerships and Field Support (PARDEV) April.

Table 2.3: XBTC expenditure in fragile states by strategic objective, 2013-14 (%)

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Strategic Objective	2013	2014	Average
Employment	45.9	47.7	46.8
Social Dialogue	11.7	14.1	12.9
Standards & Rights at Work	28.2	22.9	25.6
Social Protection	10.5	11.3	10.9
Other	2.8	3.2	3.0
Total	100.0	100.0	

ILO's project implementation in fragile states has increased over tenfold in the last ten years. The total allocation to Africa's fragile states for the last three years is just under \$40 million. Table 2.2 shows allocation to these countries for 2012 to 2013 of \$15 million, \$11 million and \$13 million respectively. Almost 90 percent of the allocation to fragile states was to four countries: Somalia (\$20 million), DRC (\$6 million), Liberia (\$5 million) and Sierra Leone (\$3 million). Classifying the budget by the organization's strategic objective, the biggest spending was on employment (47%), followed by social dialogue (13%), (Table 2.3). As might be expected, ex-combatants and child soldiers have been special targets of attention.

A closer review of ILO's programmes in the Democratic Republic of Congo and Somalia elaborates on how ILO has engaged in fragile states in Africa. These two countries, which the consultant visited in the course of this report represent, perhaps the most complex cases of fragility in Africa. They also have had the largest ILO programmes among African fragile states in the last ten years

The Democratic Republic of the Congo (DRC)

The Democratic Republic of the Congo (DRC) went through a period of conflicts beginning from the early 1990s. Since 2001, following the Lusaka accords, the country has been relatively peaceful, except for the continuing low-intensity war in the eastern provinces. Although the outcome of the most recent presidential and parliamentary elections (2011) was contested, the country has managed to hold on to its relatively stable political situation and the post-conflict

recovery process is continuing. Nonetheless, DRC remains fragile and international assistance remains essential. As shown in Table 2.1, DRC has had an impressive economic growth rate of over 7 percent in the last five years. But it still has a poverty rate of 63 percent and it ranks second to the last on the Human Development Index. The UNHCR

Box 2.1 UN Definitions of DDR stages

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

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

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

Source: United Nations 2006. Disarmament, Demobilization and Reintegration; <http://www.un.org/en/peacekeeping/issues/ddr.shtml>

estimates that that there were 3.9 million people of concern in January 2015, of which 2.7 were internally displaced Congolese. There are also 430,000 DRC nationals living in refugee camps outside the country.²⁰

ILO has been supporting post-conflict recovery in the DRC for the past 15 years mainly through various projects funded by various partners. As shown in Table 2.4, ILO has undertaken

²⁰ 2015 UNHCR country operations profile - Democratic Republic of the Congo. <http://www.unhcr.org/cgi-bin/texis/vtx/page?page=49e45c366&submit=GO>

about ten projects in DRC for a total budget of about \$16 million. These projects have included the socio-economic reintegration of ex-combatants, paying particular attention to children affected by armed conflict. They have also promoted micro- and small enterprises, employability through vocational training, labour-intensive reconstruction works and cooperatives development. Cooperatives in particular are seen as an important vehicle not only for improving employment and livelihoods opportunities, but also for rebuilding social cohesion and improving community collaboration. Other activities undertaken by ILO include short-cycle

business-management training, provision of cash grants, facilitating access to microfinance and health insurance schemes. Social dialogue and prevention/mitigation of HIV and AIDS in the world of work have also been of interest. But by far the biggest area of work, accounting for about 60 percent of total budget, has been reintegration (the third and most difficult stage of disarmament, demobilization and reintegration. Considering that reintegration is mainly about employment and livelihoods (see Box 2.1), it could be said that employment promotion represented close to 90 percent of the ILO's portfolio in DRC.²¹

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Table 2.4: ILO Programmes in DRC, 2000-2015 [10 projects]

Agreement start	Agreement end	Title	Number	Strategic focus	Donor	Donor Name	Budget	TOTAL
17-Jun-00	31-Mar-06	Post-Conflict Fund Grant for Preparing a Demobilization and Rehabilitation Project (ZAI/00/M01/IBR)	DRC/00/01/IBR	Outcome 01 - Employment Promotion: More women and men have access to productive employment, decent work and income opportunities	BANK	WB/COG/METPCUHRF **World Bank, The International Bank for Reconstruction and Development, Congo	1,420,562	16,140,616
12-Feb-07	30-Sep-09	Améliorer la gouvernance dans les mines du Katanga par la promotion du travail décent	DRC/05/01/BEL	Outcome 01 - Employment Promotion: More women and men have access to productive employment, decent work and income opportunities	BELGIUM	BEL/SPF/MCD**Belgium, Service Public Fédéral des Affaires étrangères Commerce extérieur et Coopération au Développement, Ministère des Affaires étrangères	954,436	
1-Jul-06	31-Mar-10	Projet d'appui à la réinsertion économique durable des démobilisés (ARED)	DRC/06/01/DRC	Outcome 01 - Employment Promotion: More women and men have access to productive employment, decent work and income opportunities	DIRECT TRUST FUND	DTF/DRC/CONADER** Gouvernement de la République Démocrate du Congo, Commission Nationale de Démobilisation et Réinsertion	2,481,061	

²¹ It cannot be assumed from this that ILO has consequently developed the capability to engage deeply at structural level, at scale, or in terms of advancing its normative work. This underscores the deeper issue of reconciling ILO's strategic concerns with the short-term (often year on year) approach of potential donors.

Table 2.4: ILO Programmes in DRC, 2000-2015 [10 projects] - continued

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Agreement start	Agreement end	Title	Number	Strategic focus	Donor	Donor Name	Budget	TOTAL
15-May-09	30-Sep-12	Projet d'appui à la réinsertion économique durable des démobilisés en République Démocratique du Congo	DRC/09/01/DRC	Outcome 01 - Employment Promotion: More women and men have access to productive employment, decent work and income opportunities	DIRECT TRUST FUND	DTF/DRC/CONADER** Gouvernement de la République Démocrate du Congo, Commission Nationale de Démobilisation et Réinsertion	3,795,411	16,140,616
6-Apr-09	31-Dec-12	Transporting hope joint programme: Training of the Union leaders of the road transport sector	DRC/09/01/WFP	Outcome 08 - HIV/AIDS: The world of work responds effectively to the HIV/AIDS epidemic	WFP	WFP/GE** World Food Programme, Geneva	273,522	
1-Jan-11	30-Sep-12	Appui à la réinsertion économique durable des démobilisés en RDC - Phase 2011-2014	DRC/11/01/DRC	Outcome 01 - Employment Promotion: More women and men have access to productive employment, decent work and income opportunities	DIRECT TRUST FUND	DTF/DRC/CONADER** Gouvernement de la République Démocrate du Congo, Commission Nationale de Démobilisation et Réinsertion	2,187,817	
19-Apr-12	18-Apr-15	Programme d'activités pour l'emploi des jeunes dans la province du Katanga (PAEJK)	DRC/11/02/BEL	Outcome 01 - Employment Promotion: More women and men have access to productive employment, decent work and income opportunities	BELGIUM	BEL/SPF/MCD** Belgium, Service Public Fédéral des Affaires étrangères Commerce extérieur et Coopération au Développement, Ministère des Affaires étrangères	3,386,319	261,065
1-Jul-12	30-Nov-13	Réintégration économique d'enfants sortis des forces et groupes armés et autres enfants vulnérables en RDC	DRC/12/01/CEF	Outcome 16 - Child Labour: Child labour is eliminated, with priority being given to the worst forms	UNICEF	UNICEF/CEF** United Nations Children's Fund	261,065	

Table 2.4: ILO Programmes in DRC, 2000-2015 [10 projects] - continued

Agreement start	Agreement end	Title	Number	Strategic focus	Donor	Donor Name	Budget	TOTAL
19-Apr-12	18-Apr-15	Programme d'activités pour l'emploi des jeunes dans la province du Katanga (Kinshasa)	DRC/12/50/BEL	Outcome 01 - Employment Promotion: More women and men have access to productive employment, decent work and income opportunities	BELGIUM	BEL/SPF/MCD**Belgium, Service Public Fédéral des Affaires étrangères Commerce extérieur et Coopération au Développement, Ministère des Affaires étrangères	1,094,202	
22-Oct-07	31-Dec-08	Programme d'appui à l'emploi des jeunes	DRC/56/280/11	Outcome 01 - Employment Promotion: More women and men have access to productive employment, decent work and income opportunities	UNDP	UNDP/UND**United Nations Development Programme	286,221	

Source: ILO PARDEV

Somalia

Since the collapse of the Siad Barre government in 1991, the Federal Republic of Somalia has been undergoing cycles of conflict that have fragmented the country and generated widespread vulnerability. As shown in Table 2.1, Somalia has the lowest GNP per capita among the fragile states, a poverty rate of 73 percent, and it ranks among the lowest on the Human Development Index. The UNHCR estimates that that there are over million people of concern in January 2015, almost all of whom are internally displaced Somalis.²² There are also 500,000 Somali nationals living in refugee camps in neighbouring Kenya.

Following a transition to full federal government in Mogadishu in 2012, a “New Deal for Somalia Conference” was held in Brussels in September 2013, marking renewed international commitment to supporting Somalia recovery”.²³ The new government also adopted the Somali Compact, which sets out the critical priorities for stability and sustainable economic development in the country. The Compact frames the

future relations between Somalia and the international community.

Table 2.5 indicates that ILO has undertaken about 33 projects in Somalia between 2001 and 2014 for a total budget of over \$34 million. These projects have mainly focused on employment promotion through various vehicles such as employment intensive infrastructure development, community based cash for work, and enterprise promotion. The programmes have also promoted employability through vocational training, and some have focused on preventing child recruitment and integrating children associated with armed groups. Box 2.2 provides a closer look at the current ILO programme portfolio (as of June 2015). The largest current ILO project currently is within the UN joint programme on local governance and service delivery. This project, which is in its second five-year phase (2013–2017), involves ILO, UNCDF, UNDP, UN-HABITAT and UNICEF. ILO’s implements two components, promoting local resource-based, employment-intensive approaches to the public investment planning and expenditure management, and supporting LGs to create an enabling environment for local economic development through facilitating and engaging the private sector and civil society in strategic planning

22 <http://www.unhcr.org/cgi-bin/texis/vtx/page?page=49e483ad6&submit=GO>

23 <http://www.somalia-newdeal-conference.eu/about>

and project interventions. The project is funded through the multi partner trust fund and the ILO Budget for 2015 is \$5.9 million.

Another area is youth employment where ILO currently has two initiatives. First is the Federal Government of Somalia and United Nations Joint Programme on Youth Employment” This programme aims to expand employment opportunities for young men and women in Somalia. In line with the Economic Recovery Plan for Somalia, which aims to provide youth with employment opportunities so as to prevent their joining militia groups, this programme promotes vocational training, enterprise training and creation and rehabilitation of infrastructure through labour intensive employment methods. The project provides specific interventions that can be taken within 18 months to begin to generate decent work opportunities for young people. The project is funded through the multi donor trust fund and the ILO Budget is \$2.3 million. Second is the “Youth for Change” project, which is in a third phase of the previous

‘Youth at Risk’ project. It engages youth who are involved in or at risk of becoming engaged in criminal and violent activities. They are selected to participate in economic reintegration initiatives that offer training in entrepreneurial skills and vocational skills to improve their employability. Youth have also been employed into quick impact income generating activities through employment intensive projects. The project is funded by Japan to the tune of \$700,000.

An interesting project from a strategy development perspective is the project on “Durable Solutions for Somali refugee returnees through Repatriation, Assistance and Promoting Sustainable Livelihood.” ILO supports the economic reintegration of returnees through a diversified livelihood and community-based approach. It is worth highlighting how ILO’s work on Local Economic Development and Employment Intensive Investment Programme provide the building blocks for this resettlement programme.

Table 2.5: ILO Programmes in Somalia 2001-2014 [33 PROJECTS]

Agreement start	Agreement end	Title	Number	Strategic focus	Donor	Donor Name	Budget	TOTAL
1-Nov-01	31-Dec-07	Promotion of Economic Recovery, Employment Creation and Support to Decentralization in Somalia	SOM/01/01/ITA	Outcome 19 - Mainstreaming Decent Work: Member States place an integrated approach to decent work at the heart of their economic and social policies, supported by key UN and other multilateral agencies	ITALY	ITA/LAS**Italy, Ministry of Labour and Social Affairs	1,246,158	34,227,968
1-Oct-03	31-Dec-07	Promotion of Economic Recovery, Employment Creation and Support to Decentralization in Somalia (2nd phase)	SOM/03/01/ITA	Increase member State and development partner capacity to develop and implement policies and programmes on employment-intensive investment	ITALY	ITA/MAE**Italy, Ministry of Foreign Affairs	1,351,051	
31-Dec-03	31-Mar-06	Training in the Road Sector in Northern Somalia	SOM/03/03/DAN	Employment creation through Employment Intensive Investment Approaches	DENMARK	DNK/DANIDA** Denmark, Danish International Development Agency	55,983	

Table 2.5: ILO Programmes in Somalia 2001-2014 [33 PROJECTS] - continued

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Agreement start	Agreement end	Title	Number	Strategic focus	Donor	Donor Name	Budget	TOTAL
1-Mar-04	31-Jul-07	Community based cash for employment support of food security in Somalia	SOM/03/05/EEC	Sustainable enterprises generate productive jobs	EUROPEAN COMMISSION	EC/DCE/KEN** European Commission, Delegation in Kenya	824,332	
14-Sep-05	31-Jul-08	Public/private partnership for waste management entrepreneurship under the Somalia urban development programme	SOM/05/01/HAB	Outcome 19 - Mainstreaming Decent Work: Member States place an integrated approach to decent work at the heart of their economic and social policies, supported by key UN and other multilateral agencies	UNHABITAT	UNHABITAT/HAB**United Nations Human Settlements Programme	337,168	
1-Dec-05	31-Mar-07	Community Employment Intensive Infrastructure Programme Somalia	SOM/05/02/EEC	Outcome 19 - Mainstreaming Decent Work: Member States place an integrated approach to decent work at the heart of their economic and social policies, supported by key UN and other multilateral agencies	EUROPEAN COMMISSION	EC/DCE/KEN** European Commission, Delegation in Kenya	3,225,827	
1-Dec-05	31-Aug-08	Employment-Intensive Programme in Support of Peace, Mogadishu, South and Central Somalia	SOM/05/03/NOR	Outcome 19 - Mainstreaming Decent Work: Member States place an integrated approach to decent work at the heart of their economic and social policies, supported by key UN and other multilateral agencies	NORWAY	NOR/MFA** Norway, Royal Ministry of Foreign Affairs	1,050,509	
16-Feb-06	30-Jun-09	Support to the Somali Employment, Enterprise and Livelihood (EEL) Programme 2006-2008	SOM/05/04/DAN	Outcome 19 - Mainstreaming Decent Work: Member States place an integrated approach to decent work at the heart of their economic and social policies, supported by key UN and other multilateral agencies	DENMARK	DNK/DANIDA** Denmark, Danish International Development Agency	939,196	
1-May-06	30-Sep-09	Somali Employment, Enterprise & Livelihoods (EEL) Programme 2006-08	SOM/06/01/UKM	Outcome 19 - Mainstreaming Decent Work: Member States place an integrated approach to decent work at the heart of their economic and social policies, supported by key UN and other multilateral agencies	UNITED KINGDOM	GBR/DFID** United Kingdom, Department for International Development	4,214,988	

Table 2.5: ILO Programmes in Somalia 2001-2014 [33 PROJECTS] - continued

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Agreement start	Agreement end	Title	Number	Strategic focus	Donor	Donor Name	Budget	TOTAL
1-Jan-08	31-Jul-08	Promoting Peace through Learning and Knowledge Sharing in Somalia	SOM/07/01/NOR	Outcome 19 - Mainstreaming Decent Work: Member States place an integrated approach to decent work at the heart of their economic and social policies, supported by key UN and other multilateral agencies	NORWAY	NOR/MFA**Norway, Royal Ministry of Foreign Affairs	47,904	
1-Jun-08	30-Sep-10	Employment for Peace: Promoting Gender Equity	SOM/07/02/NOR	Outcome 01 - Employment Promotion: More women and men have access to productive employment, decent work and income opportunities	NORWAY	NOR/MFA**Norway, Royal Ministry of Foreign Affairs	1,027,455	
1-Jan-08	30-Apr-10	Improvement of Living Conditions of IDPs/ Returnees in Jowhar and Baidoa, Somalia	SOM/08/01/HAB	Outcome 01 - Employment Promotion: More women and men have access to productive employment, decent work and income opportunities	UNHABITAT	UNHABITAT/HAB**United Nations Human Settlements Programme	875,817	
1-Jul-08	31-Dec-10	Employment for Peace and Development in South and Central Somalia	SOM/08/02/USA	Outcome 01 - Employment Promotion: More women and men have access to productive employment, decent work and income opportunities	UNITED STATES	USA/USAID**USA, United States Agency for International Development	1,838,833	
10-Nov-08	31-Dec-09	Programme of support on local governance and decentralised service delivery (bridging phase)	SOM/08/03/UND	Outcome 01 - Employment Promotion: More women and men have access to productive employment, decent work and income opportunities	UNDP	UNDP/UND**United Nations Development Programme	88,110	
20-Apr-09	31-Dec-12	Joint programme on local governance and service delivery	SOM/08/04/UND	Outcome 01 - Employment Promotion: More women and men have access to productive employment, decent work and income opportunities	UNDP	UNDP/UND**United Nations Development Programme	2,054,342	
1-Oct-09	31-Dec-12	UN joint programme for local governance and decentralized service delivery	SOM/09/01/UND	Outcome 01 - Employment Promotion: More women and men have access to productive employment, decent work and income opportunities	UNDP	UNDP/UND**United Nations Development Programme	1,506,131	

Table 2.5: ILO Programmes in Somalia 2001-2014 [33 PROJECTS] - continued

27

Agreement start	Agreement end	Title	Number	Strategic focus	Donor	Donor Name	Budget	TOTAL
15-Oct-09	30-Jun-10	Creating Opportunities for Productive and Decent Work for Out of School Young People	SOM/09/02/ CEF	Outcome 01 - Employment Promotion: More women and men have access to productive employment, decent work and income opportunities	UNICEF	UNICEF/ CEF**United Nations Children's Fund	624,656	2,698,068
1-Jul-10	30-Jun-12	Employment generation for early recovery in South Central Somalia	SOM/10/01/ UND	Outcome 01 - Employment Promotion: More women and men have access to productive employment, decent work and income opportunities	UNDP	UNDP/ UNDP**United Nations Development Programme	318,360	
1-Oct-10	31-Dec-12	Joint programme on local governance and service delivery (Norwegian contribution)	SOM/10/02/ UND	Outcome 01 - Employment Promotion: More women and men have access to productive employment, decent work and income opportunities	MDTF/UNDP	JPA/MDTF/ UNDP**Multi Donor Trust Fund Office Partnership Bureau-UNDP	357,153	
1-Aug-11	31-Jul-14	Improvement of Livelihoods of Vulnerable Households in Urban and Peri-Urban Areas of Galkayo	SOM/10/03/ EEC	Outcome 01 - Employment Promotion: More women and men have access to productive employment, decent work and income opportunities	EUROPEAN COMMISSION	EC/DCE/ KEN**European Commission, Delegation in Kenya	2,698,068	
1-Jan-11	31-Dec-11	Joint programme on local governance and service delivery (Joint Programme) DANIDA funding	SOM/10/04/ UND	Outcome 01 - Employment Promotion: More women and men have access to productive employment, decent work and income opportunities	MDTF/UNDP	JPA/MDTF/ UNDP**Multi Donor Trust Fund Office Partnership Bureau-UNDP	498,990	
18-Mar-11	31-Aug-12	Sustainable employment and economic development programme (SEED)	SOM/11/01/ FAO	Outcome 01 - Employment Promotion: More women and men have access to productive employment, decent work and income opportunities	UN/FAO	FOOD AND AGRICULTURE ORGANIZATION OF THE UNITED NATIONS-FAO	1,029,616	
15-May-11	31-Dec-12	Joint programme on local governance and service delivery (SIDA contribution)	SOM/11/03/ UND	Outcome 01 - Employment Promotion: More women and men have access to productive employment, decent work and income opportunities	MDTF/UNDP	JPA/MDTF/ UNDP**Multi Donor Trust Fund Office Partnership Bureau-UNDP	909,680	

Table 2.5: ILO Programmes in Somalia 2001-2014 [33 PROJECTS] - continued

28

Agreement start	Agreement end	Title	Number	Strategic focus	Donor	Donor Name	Budget	TOTAL
1-Mar-12	31-May-12	HIV and AIDS in the workplace	SOM/11/04/ CEF	Outcome 08 - HIV/ AIDS: The world of work responds effectively to the HIV/AIDS epidemic	UNICEF	UNICEF/ CEF**United Nations Children's Fund	32,768	649,789
1-Mar-12	15-Dec-14	UN Joint programme on local governance and decentralised service delivery-DANIDA contribution	SOM/12/01/ UND	Outcome 01 - Employment Promotion: More women and men have access to productive employment, decent work and income opportunities	MDTF/UNDP	JPA/MDTF/ UNDP**Multi Donor Trust Fund Office Partnership Bureau-UNDP	649,789	
1-Aug-12	31-Jan-14	The promotion of gender equality and women's economic empowerment in Somalia	SOM/12/03/ EEC	Outcome 03 - Sustainable Enterprises: Sustainable enterprises create productive and decent jobs	EUROPEAN COMMISSION	EC/DCE/ KEN**European Commission, Delegation in Kenya	337,613	
1-Oct-12	31-Mar-14	Prevention of child recruitment and reintegration of children associated with armed forces and groups in south central Somalia	SOM/12/06/ EEC	Outcome 16 - Child Labour: Child labour is eliminated, with priority being given to the worst forms	EUROPEAN COMMISSION	EC/DCE/ KEN**European Commission, Delegation in Kenya	214,977	
1-Nov-12	15-Apr-13	The promotion of economic empowerment for young women and girls in IDP settings	SOM/12/07/ UNW	Outcome 03 - Sustainable Enterprises: Sustainable enterprises create productive and decent jobs	UNWOMEN	UNW**United Nations Entity for Gender Equality and the Empowerment of Women	42,991	
1-Jan-13	31-Dec-17	Joint programme on local governance and decentralised service delivery, UN-JPLG (Phase II)	SOM/13/01/ UND	Outcome 01 - Employment Promotion: More women and men have access to productive employment, decent work and income opportunities	MDTF/UNDP	JPA/MDTF/ UNDP**Multi Donor Trust Fund Office Partnership Bureau-UNDP	521,219	
1-Jul-13	30-Jun-18	Joint Programme on Local Governance and Service Delivery Phase II	SOM/13/02/ UND	Outcome 01 - Employment Promotion: More women and men have access to productive employment, decent work and income opportunities	MDTF/UNDP	JPA/MDTF/ UNDP**Multi Donor Trust Fund Office Partnership Bureau-UNDP	681,232	

Table 2.5: ILO Programmes in Somalia 2001-2014 [33 PROJECTS] - continued

Agreement start	Agreement end	Title	Number	Strategic focus	Donor	Donor Name	Budget	TOTAL
24-May-13	24-Nov-15	UN Joint Programme on Local Governance and Decentralized Service Delivery (UN-JPLG)-EC funding	SOM/13/03/UND	Outcome 01 - Employment Promotion: More women and men have access to productive employment, decent work and income opportunities	MDTF/UNDP	JPA/MDTF/UNDP**Multi Donor Trust Fund Office Partnership Bureau-UNDP	575,837	
1-Jul-11	30-Jun-12	Promotion of Community Security Through Engagement with Youth at Risk	SOM/78/475/34	Outcome 01 - Employment Promotion: More women and men have access to productive employment, decent work and income opportunities	UNDP	UNDP/UND**United Nations Development Programme	2,495,327	
1-Mar-13	28-Feb-14	Promoting community security through engagement with youth at risk (Youth for change, Somali Regions)	SOM/83/857/11	Outcome 01 - Employment Promotion: More women and men have access to productive employment, decent work and income opportunities	UNDP	UNDP/UND**United Nations Development Programme	1,555,888	

Source: ILO PARDEV

Box 2.2 ILO Somalia On-going (June 2015) and recently closed (2014) Projects

- i) **Project: “Youth for Change”** This programme is the third phase of the previous ‘youth at risk’ project. It engages youth who are becoming engaged in criminal and violent activities. They are selected to participate in economic reintegration initiatives that offer training in entrepreneurial skills and vocational skills to improve their employability. Youth have also been employed into quick impact income generating activities through employment intensive projects. **Donor - Japan, USD700,000**
- ii) **Project: “Joint Programme on Local Governance and Decentralized Service Delivery”** This project is in its 2nd five-year phase 2013 - 2017. It is an agency joint programme involving ILO, UNCDF, UNDP, UN-HABITAT and UNICEF. It is aligned to the Somali Compact with focus on PSG 4 & 5 and to UN programming frameworks – with focus on the outcome that local governance contributes to peace and equitable priority service delivery in selected locations. ILO’s two core support components are:
- l) **Orienting public investment in infrastructure to improve access to basic and promote productive and decent employment:** ILO promotes local resource-based, employment-intensive approaches to the public investment planning and expenditure management, from the participatory planning process, to project design, procurement and implementation processes for public works and service delivery as well as the operations and management of these assets and services optimizing the employment creation potential of local public investments. Key interventions involve:
- a) Influencing the development of decentralized policy, legislative, institutional and regulatory frameworks that support employment intensive public investment, public private partnerships in service delivery and local economic development.
- b) Building institutional capacities and development of participatory planning, design, procurement, management systems and procedures for employment-intensive public infrastructure and service delivery and operation that also contribute towards the better governance of public resources.

- c) Integration of the core labour standards
- II) **Nurturing employment-led local economic development:** ILO plays the led role in supporting LGs create an enabling environment for local economic development; this involves facilitating and engaging the private sector and civil society in strategic planning and interventions where local resources and opportunities for local business are recognized and nurtured and bottlenecks addressed. **Funding Mechanism: MTPF; Current donors: EC, DFID, Denmark, SIDA, Swiss; ILO Budget USD 12.6 (received for 2013 & 2014; 2015: USD 5.9M**
- iii) **Project: “Durable Solutions for Somali refugee returnees through Repatriation, Assistance and Promoting Sustainable Livelihood”** ILO supports the economic reintegration of spontaneous and/or facilitated group returns to Somalia, and south central in particular, through a diversified livelihood and community-based approach. This approach aims to establish conditions that will enable returnees and their communities access their basic needs and restore their livelihoods with dignity. The project supports returning refugees with resources to re-start their lives is also crucial in reducing their vulnerability. **Donor Japan, USD1M**
- iv) **Project: “Federal Government of Somalia and United Nations Joint Programme on Youth Employment”** This Joint FGS-UN Programme aims to expand employment opportunities for young men and women in Somalia. The Economic Recovery Plan for Somalia aims to provide youth with employment opportunities so as to prevent their joining militia groups. This is to be achieved through vocational training, enterprise training and creation and rehabilitation of infrastructure through labour intensive employment methods. The programme outlines specific interventions that can be taken within the next 18 months to begin to generate decent work opportunities for young people that will serve as positive alternatives to participation in violence and conflict. The employment generating interventions from this programme also aim to augment the credibility of the FGS and build trust and confidence in local governance and security sector institutions while providing immediate peace dividends to vulnerable sub-sections of the population. **MPTF (Danida, SIDA, Italy, EU) ILO component USD2.3 million**
- v) **Project “Women’s Economic Empowerment Project in Somalia”** This project supports the empowerment of women by promoting an enabling environment for women’s economic empowerment, increasing the capacity of women’s associations to address barriers to women entrepreneurship, have access to skills and business development services for improved income-generation. **Donor UN-Women, USD400,000**
- vi) **Project: “Improvement of livelihood of vulnerable households in urban and peri-urban areas of Galkayo”** The project addressed market system improvements and unemployment in urban and peri-urban areas of Galkayo town in Puntland State. It focuses on improving the economic livelihoods of the more marginalized communities including women, youth and IDPs, but does not exclude other groups who may benefit from the inputs and anticipated successes i.e. local authorities and business enterprises. The overall objective of the project was to provide an enabling environment for investment and Public-Private-Partnership and for improving livelihoods in Galkayo through employment creation. **Donor EU, Euros 3.5 million (Partners FAO, Terre Solidali) closed 31/12/2014 [Som/10/03/EEC]**
- vii) **Project: “Prevention of child recruitment and reintegration of children associated with armed forces and groups in south central Somalia”** This project supported the economic reintegration of children formerly associated with armed forces and groups (CAAFAG) and children at risk of recruitment. The project applied the principles of the economic reintegration strategy, emphasizing employability (i.e. enterprise skills, financial education) and access to employment (i.e. apprenticeship, business start-up) based on local market information and individual needs. The aim was to help these children access decent work and sustain themselves and their families without exposing them to further hazards through age-appropriate work. **Donor EU, Euros 300,000 (Partner UNICEF) closed 30/09/2014 [Som/12/06/EEC]**

viii) Project: "The promotion of gender equality and women's economic empowerment in Somalia"

This project supported the promotion of gender equality and women's empowerment through economic participation. ILO aimed to improve the (self) employability of women through training on entrepreneurship and enterprise skills. ILO also facilitated an enabling environment through the development of business support services. These activities promoted gender equality and contributed to reducing poverty through enhancing opportunities available to women and improving the enabling environment for women in business. Donor EU, Euros 600,000 (Partner IIDA) closed 31/07/2014 [SOM/12/03/EEC]

Some Lessons of Experience from ILO Engagement in Somalia and DRC

The "Good News":

Evaluations typically conclude that ILO projects have generally been relevant, they mostly achieve their objectives, are effective and often efficient (all things considered). Suggestions for improvement typically center on the flow of funds, administrative bottlenecks, better technical backstopping and on environmental constraints, which are beyond the control of the project. ILO is also often commended for its technical standards and for innovative approaches, such as community contracting nor integrating host community members into cooperatives with ex-combatants.



Former child soldier who has benefited from the ILO's IPEC programme which aims at the reintegration of youth into civilian life, Democratic Republic of the Congo. ILO/Crozet M.

For instance, one of the best-known ILO projects in DRC is the "Projet d'appui à la réinsertion économique durable des démobilisés en République Démocratique du Congo" (ARED). It ran from May 2009 to September 2012. The project assisted about 10,000 ex-combatants and their families to integrate into communities in five provinces through promoting self-employment and the promotion of micro-enterprises including through cooperatives. The total budget was about six million dollars. Project beneficiaries received vocational training, and some installation assistance such as bicycles and professional kits. The final evaluation of the project²⁴ concluded that it was successful: reintegration was achieved and employment was created. In the final, so-called extension, phase the project focused on strengthening cooperatives that were composed of ex-combatants, former child soldiers and about 10 percent of members of the host communities. This grounding in cooperatives provides a foundation for sustainability. An impact study would be necessary to confirm the extent to which the activities and jobs created survived and the quality of reintegration. But in the short term there is broad agreement that the project was reasonably successful.

Comments from an evaluation undertaken in 2005 of a cash-for-work project in Somalia are also illustrative.²⁵ The report noted that ILO was establishing itself well with a view to a longer term and increased role in livelihood rehabilitation and recovery in Somalia. It was using its global and regional

²⁴ ILO 2012. Programme to support the sustainable economic reintegration of ex-combatants in Democratic Republic Of Congo. Independent Evaluation Report by André E. Damiba, International Consultant, May.

²⁵ Project: Community Based Cash for Work Employment Support of Food Security in Somalia (EC FUNDED) [Evaluation Jan 2005]

experience and expertise to engage in this process. "The present project is more or less completed as designed and has achieved what it was intended to do: work days have been created, roads have been improved and training has been given". The report noted that a particularly outstanding aspect of the project was the successful introduction of community contracting. Beneficiaries felt that this approach enables maximum incomes to go to vulnerable families. They contrasted this with projects involving local NGOs in which disproportionate amounts of funding were absorbed by the local NGOs themselves. The report also recognized ILO's role in establishing good technical standards of work, noting that internationally this is ILO's core expertise.

Similarly, the final outcome evaluation of the JPLG programme, undertaken in 2013, concluded that the programme had:⁶

- Built capacities in targeted LGs;
- Demonstrated the potential of decentralized service delivery;
- Worked towards harmonizing local and central legal, administrative and financial systems;
- Made communities more aware of the functions of local government; and
- Involved communities more closely in local governance forums.

The final evaluation²⁷ of the same (JPLG) project, undertaken a year later, agreed with these observations. It also noted, significantly, that the communities and local governments would have made little or no progress without the programme's support. At the end of the first phase, there was a sense of confidence that the local governments would have been able to forge on had the programme closed in 2012. A second phase that immediately followed would ensure that the lessons of Phase 1 would be more strongly internalized.

The report of an evaluation of a four million Euro livelihoods project comes to the similar conclusion that its objectives were largely attained. The project ran from August 2011 to December 2014. It was implemented by ILO, FAO and Terre Solidali, an NGO specializing in governance and financial ICT management systems applied to public basic services such

as slaughter services, markets, and waste collection and disposal. ILO was the managing partner and also responsible for results 1 and 3 on labour intensive infrastructural works and skills training, and formation of market forums respectively. The report's conclusions may be summarized as follows:

- Activities under result 1 largely surpassed set targets. A total of 44,850 workdays were created, 40 percent more than the target. Similarly, 2,350 short terms jobs were created compared to the target of 2,000 jobs, surpassing the target by 17 percent. A total of 25 enterprises were targeted for support and these were achieved.
- Under result 2, four new ventures reflecting PPP arrangements were targeted and this was achieved. A total of 207 employment opportunities were created from the PPP against a target of 200. The total shareholders in the PPP were reported to be 67 against a target of 60; while 162 associated vendors of PPP were registered against a target of 130.
- Result 3 saw the creation of 1,128 long-term employment opportunities against a target of 1,000. In addition, 30 small and medium sized businesses were established and or strengthened through the activities. This marched the target for the project. Further 10 associations were created or strengthened against a similar set target, while women beneficiaries of employment opportunities accounted for 30 percent of jobs created.
- Activities under result 4 also achieved their targets. Two environmental initiatives were conducted against a set target of two.²⁸

²⁶ Programme Management Unit (PMU) 2013. Somalia UN-JPLG Final Outcome Evaluation Report Programme Management Unit, Somalia UNDP, Nairobi.

²⁷ Donnelly, Paul & Joseph Bugembe 2014. Final Evaluation: UN Joint Program on Local Governance and Decentralized Service Delivery in Somalia: Phase 1. REPORT PART 1. ILO Somali Programme. March

²⁸ Charles Munene 2015. Improvement of livelihoods of vulnerable households in urban and peri-urban areas of Galkayo. Independent final evaluation report. March. This project that ran from August 2011 to December 2014.

The report noted that the project had also laid the ground for more gains in job creation and income generation through its induced effects: the people that worked in the project and those that were trained will continue utilizing their gained skills; new businesses will emerge due to the improved infrastructure and other opportunities created by the improved meat value chain; beneficiaries will grow their income once the production centers gain reputé as the main centres of trade.

The “Bad News”

On the question of scale and impact however, issues of concern remain. In DRC, for instance, the re-integration project has only made a small contribution in relation to the need in DRC for reintegration of ex-combatants. There is a large DDR project currently under implementation, anchored by the World Bank. However, ILO is not involved in it. The ILO office in Kinshasa is well aware of the continuing need for reintegration of ex-combatants and is, indeed in the process of developing a new proposal.

In Somalia, the evaluation report on the livelihoods project indicated that the project’s scale was too small. It stressed the need to scale up, arguing that while the project contributed immensely to changes towards normalcy in Galkayo, the results only went so far. It recommended initiating more such initiatives in Galkayo and other towns in Somalia. The 2005 evaluation, mentioned earlier, had also reported that the project’s sustainability would require a significantly higher level of donor support. It observed that

while focusing on roads rehabilitation was an obvious and useful thing to do, it needs significant levels of multiyear investment to bring in activities that could yield the incomes to ensure maintenance of the roads. In relation to this requirement, the project was too small in geographical coverage, time frame and level of investment.²⁹

The evaluation report on another Somali project, undertaken in 2008, makes similar observations.³⁰ The two main purposes of the project were the creation of employment to support peace and the rehabilitation of infrastructure to assist economic recovery. But because the project was designed to provide only a one-off opportunity for some of the community members to access a short-term job scheme, its effects did not and could not go beyond the project period. By definition, the provision of temporary employment for a limited number of people is a short-term solution of emergency nature and cannot be expected to bear long-term effects. Such results likely require that the employment intensive investment projects approach be applied on a large scale, rather than in small town settings within a rural context. Local economic development approaches are also likely to produce longer-term employment and livelihoods results. ILO’s capability to measure employment and then market the results would be key to ensuring long-term support from partners.

The message from our broad portfolio review and the detailed review of these two programmes, confirmed in a very positive manner by the JPLG project, is that long-term engagement is essential to ensure that the results of ILO interventions take root. In fragile situations, because capacities at all levels have been substantially eroded, the learning dimension of projects is of exceptional significance.³¹

²⁹ Interventions of a larger scale require of course larger amounts of resources which are not easy to mobilize in a competitive environment and uncertain and unpredictable levels of ODA.

³⁰ Evaluation of EC/Norway-funded ILO Programme in South and Central Somalia: Sub-projects Implemented By The Bay Region District Councils [Jan 2008]

³¹ This message is, of course, not specific to ILO, or to fragile states. It is the fundamental question for all development cooperation efforts. It is particularly important for ILO because of its great uncertainty regarding programmable funds. The ILO should put greater emphasis on the conclusion of longer term partnership agreements with its donors and on the mobilization of unremarked or lightly earmarked voluntary contributions.



A Somali girl walks down a road at sunset in a camp for internally displaced persons (IDPs) near the town of Jowhar, Somalia, December 2013. UN Photo/Tobin Jones

4

ILO IN THE AFRICA REGION: STRENGTHS, WEAKNESSES, OPPORTUNITIES AND THREATS

This section provides the results of a SWOT³² analysis, using rapid appraisal principles. It is based on a review of ILO project documents, reports and review, as well as conversations with ILO officials. Conversations with social partners in DRC were also highly significant. In individual interviews and consultations, the consultant engaged respondents in trying to identify the major challenges facing the organization in operating in fragile states, and determining feasible options for attaining its strategic objective. In this instance that strategic objective is “*effective ILO engagement in fragile states in the Africa region*”, defined as before as: “*engagement deep enough to generate a significant and observable positive impact on those aspects of fragility that lie within ILO’s domain*”. The SWOT analysis involves identifying the internal and external factors that are conducive or unfavourable to the attainment of these objectives. In order to achieve its desired objectives, the ILO must build on its internal strengths, eliminate or minimize its weakness, make the most of existing or emerging opportunities and control the factors that pose a threat to the achievement of its goals. The documents review and conversations with staff suggest that ILO has particular strengths and a number of weaknesses that have to be factored into the design of a strategy. The threats and opportunities that are inherent in the organization’s operating environment must also be factored into the strategy.

“*engagement deep enough to generate a significant and observable positive difference on those aspects of fragility that lie within ILO’s domain*”

³² SWOT stands for Strengths, Weaknesses, Opportunities and Strengths. Strengths are the internal characteristics of an organization that enhance its performance; Weaknesses are the internal characteristics that undermine performance; Opportunities are aspects of the external environment that could contribute to improved performance; and Threats are elements in the external environment that could undermine performance.

ILO Strengths

ILO is widely recognized as having many strengths. It has a strong brand. It is known and accepted globally as *the* employment agency and poor countries in particular would look first to ILO to support its employment objectives. In DRC, the representatives of government, unions and the employers that we spoke all stressed employment creation as their country's most serious problem. Indeed, we were informed that the government is currently looking to ILO to help develop a comprehensive employment and livelihoods programme as a basis for joint resource mobilization from internal and external sources.

Other dimensions of ILO's mandate are similarly highly valued. On the question of social dialogue, for instance, the President of the Confédération Démocratique du Travail (CDT) in DRC made a strong call for ILO assistance in this area.³³

ILO has a strong cadre of excellent specialists and expertise across all areas of its mandate. It has also developed a wide variety of specialist models and business tools from enterprise development to inclusive finance. These tools are essential in promoting livelihoods in poor countries.

ILO's tripartite governing structure of government, employer, and worker representatives gives it a unique position among UN agencies. This tripartite structure makes the ILO a strong platform for governments and the social partners to debate and elaborate labour standards and policies. Drawing from this, a particular area of strength for ILO is its access on the ground to a broad spectrum of stakeholders. Its origins, mandate, and set-up give ILO access to the tripartite constituency in most countries—a significant advantage over other multilateral



Former child soldiers who have benefited from the ILO's programme aiming at the reintegration of youth into civilian life. Bukavu, Democratic Republic of the Congo, 2008. ILO/Crozet M.

and bilateral organizations. Furthermore, perhaps more than most, it also has access to stakeholders outside the formal tripartite. Its mandate in the world of work gives it privileged access a broader set of stakeholders. It is understood that the world of work goes beyond unionized workers and includes non-union workers, self-employed people, market women, rural workers and informal sector operators. ILO is often in an advantageous position to access these stakeholders outside the traditional tripartite. It can therefore adopt operating approaches that draw on this "tripartite plus" framework. In particular, it confers on ILO an ability to use constituents' knowledge to promote the linkages from the macroeconomic policy realm to the meso-economic and microeconomic realm of employment creation.

ILO also straddles the normative and operations domains of the work of the United Nations. It is a global standard-setting organization. ILO develops international labour standards that set out basic principles and rights at work either in the form of legally binding conventions, or non-binding recommendations. The organization also examines the application of standards in Member States and points out areas where they could be better applied. At the same time, ILO undertakes technical cooperation in many countries to assist them in promoting employment and applying the international standards. As indicated in its homepage, ILO now conducts more than 750 technical cooperation projects in over 110 countries with the help of about 115 development

partners worldwide. These two domains can be mutually reinforcing.

Other strengths of the organization include a number of senior managers who seek to drive change and have a perspective that sees the big picture. With almost 100 years of practice, ILO also has a broad range of experience and technical knowledge vested in its people—knowledge that comes from having experienced particular phenomena from many angles. This experience gives ILO a certain capacity to adapt to different situations (a capacity which, ironically, has often emerged due to poor organizational systems support)

ILO Weaknesses

The organization's weaknesses include an organizational set up that is not fully adequate in relation to the operational challenges of work in fragile countries. Both structurally and in terms of systems the ILO's set up is particularly challenged to meet the needs of fragile states. Effective operations in fragile environments require speed, flexibility and adaptability from programme and technical staff. This often seems impossible on the ground in fragile states. The ILO does not seem to have the more robust internal processes required for working in fragile environments that the mainstream operational agencies such as UNICEF and UNDP have in countries like DRC and the Somalia programme.³⁴

The organizational tendency (at ILO headquarters) towards operating in "silos", among which communication is poor, exacerbates the problem of slow response time in addressing the demand from developing countries. ILO staff in both DRC and the Somalia programme highlighted this issue. In the former, the Country Director was having difficulty convening a critical mass of ILO experts in order to respond to a request from the highest levels of government to propose a comprehensive employment promotion programme. There are questions therefore how ILO's expertise could be more effectively made available to fragile states.

³⁴ The ILO has recently commissioned a comprehensive, independent review of its administrative and financial operations with the aim of streamlining these processes and enhancing efficiency and effectiveness.

ILO's insufficient presence on the ground is widely recognized, despite the fact that 60% of its 3,000 staff members are based in the field. The ILO has about 45 field offices globally. In Africa, ILO is a resident agency in only 13 countries each of which covers several countries (see Table 3.1); ILO technical cooperation projects operate in 18 of the 41 non-resident African countries. The result is a tendency for field staff to be spread too thin to deal with the challenges of fragile situations. While a substantial presence on the ground may not be essential for ILO to perform its normative tasks properly, it is essential for effectiveness in operations. Moreover, a weak presence seems to go beyond the question of a small number of country offices. Some staff members point out that because ILO's operations are substantially centralized, the exercise of decision making in the field is limited.

ILO Opportunities

In terms of the external environment, ILO's has several opportunities in its ambition to more deeply engage in fragile states. First and foremost is the strong political commitment of the leadership of the g7+ group of countries as signaled by the signing of an MOU with ILO. Within ILO, the Strategic Policy Framework 2010–15 had already identified crisis response as a priority; this priority is also recognized in Policy Outcome 1 of the 2016-17 ILO Programme and Budget. As of December 2014, the ILO had developed Decent Work Country Programmes (DWCPs) in 17 of the 20 fragile states (12 of which are in Africa). The ILO is also currently in the process of developing a flagship technical cooperation programme on Jobs for Peace and Resilience. This organizational commitment is mirrored in the explicit undertaking of the ROAF front office to deepen the organization's engagement in Africa's fragile states.

Additionally, ILO is a participating organization in the International Dialogue on Peacebuilding and Statebuilding, a forum that brings together conflict-affected and fragile countries, international partners and civil society to share peacebuilding and state building experiences as well as good practices and challenges in providing effective assistance

³² The fragmentation of trade unions in DRC, with about 450 registered workers' organizations, has meant the collapse of the collective bargaining process. Employers exploit the rivalries and the workers seem able to negotiate only by mounting strikes. Most union leaders are also not trained on union leadership and usually adopt approaches that are not conducive to dialogue. In our conversation, the CDT President called on the ILO to help promote a process to unify workers' organizations. He also felt that ILO could help in encouraging the government to reconvene the country's main social dialogue platform, the Conseil National du Travail (CNT).

to conflict affected and fragile states. The New Deal, an agreement between fragile states and partners to change the policy and practice of engagement, was a major outcome of this forum. The Somali Compact is a good example of the programmatic implications of the New Deal. These developments suggest a favourable climate for leveraging the goodwill and support of the donor community.

A major feature of the changing development landscape over the past two decades is the growing role of the South in the global economy and in development cooperation. It is widely understood that South-South cooperation in the form of skills and technology transfer, knowledge sharing and capacity building can be harnessed to support countries' development efforts. Significantly, the MOU stresses South-South (Fragile-to-Fragile) cooperation and peer learning among the g7+ countries and between them and other developing countries. Such a development promises an opportunity for ILO in facilitating the process.

Over the last decade, Sub-Saharan Africa growth has been remarkable. Between 2000 and 2015, gross domestic product grew more than 4 percent a year on average, compared to around 2 percent in the prior 20 years. About one-quarter of African countries grew at 7 percent or better in 2012, and several are among the fastest growing economies globally.³⁵ As indicated in section 2, several fragile states in Africa are showing very respectable growth rates. The fact that medium-term growth prospects for the continent are expected to remain strong represents an important opportunity.

ILO Threats

Threats are the external environmental challenges that might undermine an organization's ability to realize its strategic objectives. A major threat for ILO is continuing volatility in fragile state operating environment. For instance, in spite of the substantial achievements of the last decade, there is still significant volatility in the Great

Lakes and Horn of Africa regions. DRC is bordered by CAR, South Sudan and Burundi; Somalia's troubles continue to filter into Kenya and Yemen is just across the Gulf of Aden. There is also the bigger picture of an increasingly uncertain global economic, political and security environment.

There is also continuing uncertainty regarding resource availability to ILO and similar organizations. The recently concluded Addis Ababa Action Agenda of financing for development presents an excellent picture of the global financial landscape. It stressed that while Official Development Assistance (ODA) remains crucial, particularly for the poorest countries, aid alone will not finance development. Development must consider all sources of finance: public and private, domestic and international. The Action Agenda also reiterated the principle that countries have primary responsibility for their economic and social development, while committing the international community to create an enabling environment and to actively support national development efforts. The implication is that countries will increasingly be the clients of first resort for ILO. The organization must increasingly find new ways to sell its services directly to countries, and to mobilize domestic resources for ILO activities in beneficiary countries.

Another threat is the fact that other players' strength is growing in ILO competence areas. ILO is not alone in providing business skills or entrepreneurship training. Nor is it the only player providing labour intensive public works in post conflict or post-disaster situations. This implies an imperative for the organization to better differentiate its product, for instance by offering greater agility or a capability to quickly take good practices to scale.

Some Implications of the SWOT analysis

From the SWOT analysis, the following factors may be identified as critical strategic requirements

- Beyond "good practices" look to build scalable interventions;
- Leverage the advantage of the tripartite plus constituency;

- Seize the lead on the employment goal within the post 2015 agenda and the Peace and Statebuilding Goal 4;
- Invest more in the policy process; and
- Enhance operational effectiveness.

Table 4.1 A SWOT matrix for ILO engagement in fragile states

Internal Factors	
Strengths	Weaknesses
<ul style="list-style-type: none"> • ILO's mandate and history • Strong specialist expertise? • Strong organizational brand (not used by projects often) • Operating approaches through the tripartite constituency [and potential for access to tripartite plus structure] • Straddles normative and programme domains • Possesses specialist models and business tools • Technical knowledge vested in people • Good practices for adaptation and upscaling • Capability to adapt (possibly through lack of systems which has caused subsidiarity) • Governance structure • Able to link macro-economic to the micro delivery of employment by utilizing constituents knowledge 	<ul style="list-style-type: none"> • Ineffective organizational set up structurally and systems wise • Insufficient field presence • Poor organizational projection & communication (no comprehensive marketing and sales approach) • Slow internal processes and inappropriate operational procedures • Possible tensions between normative and operational organizational tendencies
External Factors	
Opportunities	Threats
<ul style="list-style-type: none"> • Favourable environment via the "New Deal" • Strong political commitment (g7+ MOU) • Open senior management seeking to drive change & senior managers with vision • Explicit commitment of ROAF front office to deepen engagement in fragile states • Heightened global awareness of potential of South-South development • Goodwill and support from the donor community • The post 2015 agenda with its focus on inclusion, poverty reduction and Decent Work • Very good African growth performance that can be leveraged to address exclusion and inequality 	<ul style="list-style-type: none"> • Continuing volatility in fragile state operating environment • The crises of extremism and mixed migration globally and in the region • Increasingly uncertain international economic and political environment • Continuing uncertainty regarding resource availability beyond short-term response • Other players' strengths growing in ILO competence areas and taking ILO operational space • Increasing role of private sector directly by donors

³⁵ World Bank 2014. Youth employment in Africa. Washington DC ; World Bank Group. <http://documents.worldbank.org/curated/en/2014/01/19342178/youth-employment-sub-saharan-africa-vol-2-2-full-report>

5

A FRAMEWORK STRATEGY FOR ILO ENGAGEMENT IN AFRICAN FRAGILE STATES

This section proposes a strategic approach for ILO engagement in fragile states. It restates the vision of the organization as set out in its strategic documents. On the basis of the vision, the SWOT analysis and the conversations with ILO staff and some partners, it then attempts to tease out some strategic objectives for ILO's work in African fragile states.

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The objective of the ILO framework strategy for African fragile states in 2016-2020 may be stated as: to strengthen their foundation for inclusive development by delivering on their decent work agendas.

ILO Corporate Vision and Strategic Priorities

As stated in the Strategic policy framework:

The vision underpinning the Strategic Policy Framework 2010–15 is that of an Organization assisting its Members to seize, from the standpoint of the world of work, the opportunities of globalization and confront its challenges; and to respond to the short-, medium- and long-term national, regional and global implications of the world financial and economic crisis. It is founded on the experience that ILO tripartite constituents are able, separately and together, and as an Organization, to advance towards decent work and humane conditions of labour for all working women and men.³⁶

Within the framework, the expected outcomes by end of 2015 include:

- The ILO is recognized as the foremost forum for debate and authoritative guidance on policies on the world of work and on placing full and productive employment and decent work for all at the centre of economic and social policies.
- The ILO Decent Work Agenda is recognized for its contribution to building sustainable economies and societies.
- A strengthened ILO standards system supports the attainment of decent work for women and men across the world.
- The Office is the authoritative source of information, data, knowledge and advice on decent work policies in all their dimensions.

³⁶ ILO 2009. *Strategic Policy Framework 2010–15: Making decent work happen* GB.304/PFA/2(Rev.) p2 http://www.ilo.org/wcmsp5/groups/public/---ed_norm/---relconf/documents/meetingdocument/wcms_102572.pdf

³⁷ We assume a six-year time horizon in line with ILO corporate practice.

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Objectives and Approach for Engagement in Fragile Settings in Africa

Drawing from the above, the objective of the ILO framework strategy for African fragile states in 2016-2020 may be stated as: **to strengthen their foundation for inclusive development by delivering on their decent work agendas.**³⁷ Inclusive sustainable development is the big post-2015 global agenda and ILO will seek to contribute to this agenda to the greatest extent possible within its domain competence.

Guiding Principles

The strategy will be undergirded by the following principles:

- Ensure context specificity. An infinite number of positions on the fragility spectrum is possible in principle. For operational feasibility, be guided in the first instance, by the four broad categories of the g7+. The strategic approach is likely to differ according to these settings. Additionally, distinguish explicitly between the response to fragility and disaster response.
- Place employment and livelihoods creation explicitly at the core of ILO engagement in fragile states from the very beginning. Employment underpins a range of issues that are critical in addressing fragility. Men and women need to be working for the question of “rights at work” to carry any meaning for them.
- Be prepared to engage for the long term: design interventions that incorporate transitions from the short-term though to the long-term, allowing for flexibility to respond to changing conditions.
- Strengthen and build on local resources: social partners, CSOs, local communities and their and institutional networks. Invest in, and build the capacity of the constituents plus. A core requirement for meaningful dialogue

is that participants be equipped with the appropriate capacities for engagement: understanding the issues, analyzing options and negotiating positively. [As the case of unions in DRC illustrates, with no adequate training, union leaders act as if their only option is to go strike].

- Foster an inclusive approach to policy dialogue. ILO has a comparative advantage in its tripartite partnerships. Working with the governments as well as employers' and workers' organizations to bring them into the economic and social policy processes would help to engender consensus and consistency in implementation.
- Engage with the larger society via CSOs and community organizations [such as market women's organizations and farmers' associations] to promote their inclusion in the policy process and ensure that they play an active role in monitoring implementation of agreed programmes.
- Strengthen partnerships as a means of programme implementation. ILO has a strong history of working with partners in its various operations, particularly "downstream" projects. This practice has enabled the organization to consistently "punch above its weight". It should build on this practice in seeking to take its initiatives to scale.

Priorities

The ILO's activities in African fragile states will be clustered around two priorities:

Priority 1: Strengthening the institutions, processes and mechanisms for quality employment and livelihoods creation

Priority 2: Fostering development inclusiveness

Given ILO's mandate and comparative advantage and its long engagement in fragile and post-conflict settings, the essential driver of the strategy will not so much be whether it needs to do different things. Rather the fundamental question will be the extent to which it needs to do things differently.

Priority One: Strengthening the Institutions, Processes and Mechanisms for Employment Creation

Areas of focus

F.1.1 Intensifying work on the enabling environment

The ILO's work in promoting the decent work agenda focuses on promoting policies and programmes that foster job-rich growth as well as inclusiveness in the world of work. The ILO will seek to leverage its unique position as the only UN agency with a mandated tripartite constituency and will adopt a more vigorous approach to social dialogue. There will be renewed emphasis on facilitating the participation of both workers' and employers' organizations in the policymaking and planning processes.

Indicative Activities

- Enhancing the participation of workers and employers' associations in country dialogues on macroeconomic policy and sectoral policy (especially agriculture and industry);
- Strengthening the capacity of social partners (especially workers organizations and employers organizations) or facilitating the emergence of such social partners in countries where they do not exist;
- Mobilizing and strengthening the capacity of the private sector to undertake job-rich investment;
- Enhancing value chain development by leveraging its partnership advantage to incentivize the private sector.

F.1.2 Supporting the expansion of employment and livelihoods opportunities

Unemployment is particularly high in fragile states, particularly of young women and men. Promoting employment and livelihoods requires a combination of short-run and long run approaches. The key will lie in facilitating a transition of graduates of skills development and vocational training programmes to sustainable self-employment or private sector demand.



Former child soldiers who have benefited from the ILO's programme aiming at the reintegration of youth into civilian life. After their training as tailors, these young women run a workshop that functions as a cooperative, Democratic Republic of the Congo, 2008. ILO/Crozet M.

Indicative Activities

- Promoting projects to support skills and entrepreneurship development
- Promoting comprehensive and integrated local economic development programmes;
- Enhancing value chain development by leveraging ILO's partnership culture
- Create a conducive legal and institutional environment for the emergence of social and solidarity economy organizations that create and expand productive and decent self-employment;
- Scaling up employment-intensive public works programmes.

F.1.3 Strengthening South-South cooperation

South-South and triangular cooperation (SSTC) is an approach to development cooperation that is based on the principle of solidarity, and sharing of experiences and good practices among peers. It is well suited to countries in fragile situations that are all finding different creative ways to address their fragility. The idea is also already embedded in the partnership memorandum between the g7+ and ILO.

Indicative Activities

- Promoting experience sharing in the design and implementation of micro-finance schemes;
- Promoting experience sharing on policies, mechanisms and incentives for MSME creation;
- Promoting experience sharing on the development of cooperatives for the promotion of opportunities, protection and empowerment, especially for women and girls;
- Promoting experience sharing on design and implementation of youth employment schemes.

Priority Two: Fostering Inclusiveness

F.2.1 Promoting social protection and advancing equity and rights at work

The Social Justice Declaration offers a powerful framework for promoting inclusiveness in development. That framework informs ILO engagement in fragile states. While conditions may be particularly challenging, inclusiveness in development is not just about job-rich growth. It also entails protecting the vulnerable such as children and the disabled, enlarging social protection and rights at work, promoting gender-equitable social security benefits, and enhancing safety and health conditions at work.

Indicative Activities

- Supporting countries to develop and

implement policies and programmes for the elimination of child labour;

- Supporting countries to develop and implement strategies to promote improved working conditions, especially for the most vulnerable workers;
- Supporting countries to develop and implement workplace policy on communicable diseases.
- Fostering the evolution from cash for work to work guarantee schemes as part of wider institutional development of social protection
- Supporting countries to develop and implement policy and action in support of minority groups, such as indigenous peoples.



A young visitor to the Palais des Nations in Geneva adds her name to a symbolic signature panel in support of ILO's "50 for Freedom" campaign to end modern slavery. Geneva, Switzerland. UN Photo/Jean-Marc Ferré

6

IMPLEMENTING THE STRATEGY

Implementation is the action aspect of ILO engagement in fragile states. This section provides an overview of issues that need to be addressed by ROAF senior management to ensure successful implementation.

What can be accommodated within the existing structure and what is feasible to change?

Leadership issues:

- Determine how the strategy will work within ILO's current structure. What can be accommodated within the existing structure and what is feasible to change? As a starting point, a focal point should be appointed to lead the implementation process.
- Establish for each fragile state a series of goals to be reached within the strategy period and translate into a consolidated results-focused business plan with a clear timelines; these plans should be embedded into fully-fledged DWCPs.
- Ensure adequate staffing and resourcing particularly of the Country Offices. This does not necessarily mean the establishment of offices in all the fragile states. But it does require a dedicated team (or teams) based in the region that is available on a fulltime basis to develop the work plan for each of the countries and manage the workload. The Decent Work planning process offers a natural entry point for more robust programming in fragile states but it cannot be business as usual.
- Determine additional resources required and design a resource mobilization plan. To deliver the strategy, ILO will need to mobilize substantial resources from internal and external sources. In addition to possible increased commitment of XBTC funds, the organization will need to mobilize external resources of both earmarked and non-earmarked types. Non-earmarked resources are necessary to cover underfunding of particular programmes from dedicated sources.
- Adjust ILO's business processes to strengthen their effectiveness and instill adequate oversight and quality assurance. What kinds of organizational shifts and modifications are required? What is the appropriate

38 Already initiated under the ILO business process review.

HQ and back end support for work on the ground in fragile states ?

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Ownership issues:

- Ensure that the entire organization is on board. It may be useful for the regional Director to convene an electronic discussion of the strategy and its implementation as soon as possible. The 13th African Regional Meeting provides a suitable occasion to present and discuss the strategy.
- Clarify responsibilities and accountabilities of staff at all levels from the Regional Director down.

Partnership issues:

- Cultivating partnerships and managing relationships will be key to successful implementation. Develop a partnership-building plan that goes beyond the usual tripartite partnerships; ILO management would need to consider who the most amenable partners are and what needs to be done to get them on board. This could be done in the context of the ongoing MOPAN review.

Monitoring and Evaluation:

- Establish mechanisms to monitor and review implementation and where necessary, make adjustments.
- Establish a Results Monitoring framework.

Risks and Mitigation Measures

What are the risks that could adversely affect the implementation of this strategy?

What are the appropriate mitigation measures?

R.1: Inadequate Financing

As a mitigation measure, implementation of the Strategy will seek to leverage resources from other partners, including governments,

traditional and non-traditional (south-south) development partners and the private sector.

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R.2: Programmatic risk: potential for a set of actions to fail to achieve its specific objectives and/or potential for a set of actions to do harm

As mitigation measure the planning process for each country must begin with a rigorous specification of a theory of change that shows a clear line of sight from the start of an action to its impact, with a process tree that shows links between activities, outputs and outcomes.

R.3: (Business) Process risk: Unduly long intervals between implementation milestones

As mitigation measure, ensure there is a clear implementation schedule with accountabilities specified and monitored.

R.4: Mission creep: Going into areas outside of priorities

As mitigation measure, ensure that goals are clearly stated, that responsibilities are specified, and there is a transparent framework for performance assessment.

This report is a contribution to the development of a framework strategy for effective engagement of ILO in fragile settings in the Africa region. It defines *"effective ILO engagement in fragile states in the Africa region"* as: *"engagement deep enough to generate a significant and observable positive difference on those aspects of fragility that lie within ILO's domain"*. The report is based on desk reviews of ILO documents and interviews of staff and some social partners.

The analysis indicates that ILO projects typically are generally relevant, mostly achieved their objectives, are effective and often efficient. However, on the question of sustainability and impact however they tend to be too small in scale in relation to the needs of fragile states. Some of the issues that were teased out from the SWOT analysis to inform the strategy include the need pursue build scalable interventions; leverage the advantage of the tripartite constituency; seize the lead on the employment goal within the post 2015 agenda; invest more in the policy process, and enhance operational effectiveness.

It is suggested that ILO priorities in African fragile states be to strengthen the institutions, processes and mechanisms for employment creation, and to foster development inclusiveness. Implementation issues highlighted include leadership, ownership issues and partnership issues. It was also proposed that mechanisms be put in place to monitor and review implementation and that a results monitoring framework be installed.

Certain risks were highlighted, including risk of inadequate financing, programme risk, process risk and mission creep risk. Some risk mitigation measures were suggested

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ANNEX 1: Terms of Reference

Developing a framework strategy for ILO's engagement in promoting decent work in fragile states in the Africa region

Background

Since its foundation, the ILO has highlighted the role of socio-economic programmes and policies in peace building and recovery efforts. *The Employment (Transition from War to Peace) Recommendation, No. 71 (1944)* proposed a pioneering approach to promoting peace and social justice in the aftermath of World War II through employment-based recovery and reconstruction. The recommendation is going to be revised by the International Labour Conference in 2016 in order to adapt it to the changed post-conflict and fragile settings as well as disaster-prone environments.

The fragility of a country is triggered by several factors including instability, insecurity, poverty and inequality. Lack of employment opportunities and livelihoods, and more specifically (youth) unemployment and underemployment as well as lack of social participation can be catalysts for conflict. Conflict, natural disasters and fragility aggravate poverty, unemployment and informality, creating a vicious circle leading to even greater fragility. Decent work can be a critical factor in breaking this circle and can lay the foundations for the construction of stable communities.

The international community recognizes the centrality of Decent Work for peace, security and social justice even in the most complex and fragile settings. The UN as well as the WB since the WDR 2011 has acknowledged that employment creation is essential for political stability, reintegration, socio-economic progress and sustainable peace. Fragile environments and the challenge they pose to effective international cooperation are of high importance in current development policy debates and practices.

The ILO's approach to supporting fragile states is built upon, and in accordance with the new Post-2015 Development Agenda. One of the 17 proposed new Sustainable Development Goals (SDGs) includes full and productive employment and decent work for all, which is at the heart of the ILO's mandate and is critical to ending poverty and contribute to peace building. However, priorities are also reflected in various other proposed SDGs that specifically include strategic areas directly reflecting the ILO's mandate and calling for ILO's involvement, such as:

- Promoting sustained, inclusive and sustainable economic growth, full and productive employment and decent work for all;
- Make cities and human settlements inclusive, safe, resilient and sustainable;
- Strengthen the means of implementation and revitalize the global partnership for sustainable development (including through North-South, South-South and Triangular cooperation).

The ILO has long contributed to state building through social reform, by promoting democratic participation, social dialogue and fundamental rights. In more recent years, the ILO has adopted a specific focus on peace-building and disaster response reconstruction, focusing on strengthening labour market governance, promoting employment opportunities, and addressing

youth in vulnerable employment conditions. Over the past decade, the ILO has implemented over 360 technical cooperation projects in 38 fragile and conflict-affected countries, including all of the 20 member countries of the g7+. The strategy has been to strengthen the capacity of the ILO constituents (governments, employers' and workers' organizations) to play a greater role in supporting recovery and development processes in communities affected by fragility and disaster situations, creating jobs and extending social protection under a coherent and comprehensive policy framework for socio-economic reintegration and poverty alleviation.

At present, the work of the ILO in fragile situations focuses on:

- Strengthening labour market governance through social dialogue by building the capacity of ILO constituents to play an enhanced role in preventing, mitigating, preparing, recovering and monitoring communities and countries affected by fragility and disasters.
- Promoting the creation of employment opportunities, enhancing employability i.e. for the youth and social protection for women and men under a coherent and comprehensive policy framework for socio-economic reintegration and poverty alleviation of households and communities.
- Addressing youth in vulnerable employment conditions to contribute to stabilization and conflict resolution in countries such as Comoros, Guinea, Sierra Leone, Somalia and Togo.

The ILO is an active partner in a variety of inter-agency initiatives and international forums related to peace building and reconstruction. The ILO is an active member of the Inter-Agency Standing Committee's (IASC) sub-working group on disaster preparedness and consolidated appeal process for humanitarian emergencies. The ILO is a full member of the global IASC Cluster Working Group on Early Recovery and is co-leader at country-level in post-emergency situations.

In 2004, the ILO launched a new operational partnership with the United Nations High Commission for Refugees (UNHCR) to enhance protection, reintegration and durable solutions for displaced people in host-communities and countries of origin. The two agencies have jointly executed over 17 operations in the field and more initiatives and joint operations followed at global level and more are will in the near future. In 2009, the ILO and the United Nations Development Program (UNDP) jointly launched for the UN system and IFIs the *United Nations Policy for Post-Conflict Employment Creation, Income Generation and Reintegration* to maximize the impact, coherence and efficiency of employment and reintegration support for States in fragile situation provided by UN agencies.

A Fragile States and Disaster Response Group (FSDR) located within DEVINVEST branch of the Employment Policy Department of the ILO aims to ensure Office-wide coordination of the ILO's engagement in post-conflict and post-disaster settings. The ILO recently announced the launching of the Jobs for Peace and Resilience (JPR) flagship programme. The programmes at country level, will proactively contribute to build peace and resilience by creating jobs opportunities, enhancing employability and strengthening institutional capacity in conflict-affected and disaster-prone countries through large-scale employment-centred and area-based initiatives focused on Employment Intensive Investments programmes (EIIP) complemented by skills development to facilitate entry to labour markets and access to means of livelihoods in fragile situations, primarily for youth.

The ILO carries out a combination of downstream and upstream activities in fragile settings. Downstream activities include projects that address immediate needs of crisis-affected populations and spread the "peace dividends" at the community level. Such efforts serve as an entry point and give the ILO the credibility to facilitate upstream activities for mid- and long-term programming at national and regional levels.

In March 2014, during its 320th session, the Governing Body of the ILO discussed ILO technical

cooperation in response to conflicts, disasters and other crisis situations. The Governing Body requested the Office to make the necessary organizational arrangements to strengthen its capacity to deal with such situations.

During the same session of the Governing Body, the ILO signed a Memorandum of Understanding with the g7+ association of fragile states. The agreement foresees joint efforts to adapt the ILO's involvement in g7+ Member States to specific contexts, in close cooperation with governments, in particular through joint programmes and projects, with specific focus on: (i) research (case studies) on the following issues: job creation, skills development and industry development; (ii) facilitation of peer learning among the g7+ and other developing and less developed countries with a focus on fragile-to-fragile cooperation; (iii) coordination between development partners and g7+ member States on matters of international labour migration policy, as well as the socio-economic reintegration of refugees and other citizens of states in fragile situations, particularly within the same region and in neighbouring states; and (iv) technical assistance.

It is against this background that the ILO Regional Office for Africa has embarked on an initiative to develop a strategy for an effective ILO engagement in fragile states in the Africa region.

Promotion of decent work in fragile states has been identified as one of the key priorities for the ILO in the Africa region. 14 of the self-declared fragile states that are currently members of the g7+ voluntary association of fragile states are located in Africa, including: Burundi, Central African Republic, Chad, Comoros, Côte d'Ivoire, Democratic Republic of Congo, Guinea, Guinea-Bissau, Liberia, São Tomé & Príncipe, Sierra Leone, Somalia, South Sudan and Togo.

Apart from Côte d'Ivoire and the Democratic Republic of Congo, the ILO is non-resident in all the above-mentioned countries, though supports governments and social partners (employers' and workers' organizations) through technical cooperation projects in some of the countries. Decent Work Country Programmes have also been formulated and finalized for some of the countries, thus providing a framework for engagement.

Typically, the ILO Country Offices covering fragile states work closely with UN agencies at country level for implementing the Peace Building and Statebuilding goals PSG of the New Deal. In actual terms, however, the ILO often plays a secondary role first and foremost because it is not a resident agency and sporadically participates to the UNCTs. One lesson learned is therefore the importance of presence in fragile states at the earliest stages of the recovery to support countries to assess employment and social protection requirements, to rapidly develop and implement programmes putting jobs creation at the centre of the reconstruction and recovery effort.

A strategy for ILO engagement in fragile states in Africa

Considering that it is a high priority to minimise the fragility of states (or fragile areas of states) for Africa stabilisation and development, the ILO Regional Office for Africa aims to develop a coherent framework strategy for ILO stronger engagement in the promotion of decent work in fragile states in Africa. The ILO wishes to engage an external collaboration to support this initial effort that will pave the way for substantial involvement in fragile states in from 2015 onwards.

The ILO's current engagement in fragile states in the Africa region is predominantly through "projectized support" – individual and sporadic technical cooperation projects in some but not all the fragile states in the region. The support offered by the ILO to fragile states in the African region often emerges considerably later than other agencies' support and typically evolves in an ad hoc fashion depending on availability of resources.

Not having a residential presence in fragile states has led to coordination difficulties, cumbersome administrative procedures and has hampered the ILO's consistent participation in UN Country Team (UNCT) initiatives. This has a negative impact on mainstreaming decent work in country strategies and resource mobilization. Furthermore, security risks and constraints, as well as difficult access to remote areas, challenge operations and delivery. Nonetheless, when

agencies such as UNDP and FAO are present in the country, the above constraints do not justify ILO's absence.

At programming level, in the challenging institutional landscape of fragile states, project targets have often been over-optimistic and the capacity development of constituents inadequate or wrongly not considered as a primary objective of the initiatives. Insufficient inclusion of local knowledge and personnel diminishes local ownership. Proper needs assessments that take into account the local context are therefore indispensable in addressing the specificity of fragile situations

The proposed framework strategy would seek to enhance the relevance of the ILO's contribution and engagement in fragile states by concentrating ILO's support in areas where the organization has clear comparative advantage. This would include defining a broad typology of services to be offered by the ILO to fragile states in various settings in the Africa region, such as:

- Developing - in countries in fragile situations - context-specific initiatives to tackle poverty, inequality and exclusion through the promotion of decent work, the development of entrepreneurship, the support to social reforms, the recovery from livelihood losses due to crises by giving special consideration to women, youth and children as well as ex-combatants, displaced and disabled persons by using for instance the JPR flagship programme approach as an entry point;
- Bringing into the framework of the g7+ the ILO's approach, expertise and technical experience of its interventions in fragile situations for instance by supporting constituents through embedding technical experts in their institutions;
- Enhancing the capacity of the ILO's tripartite constituents and civil society organizations in countries in fragile situations to develop national responses and support social dialogue as a means to consolidate peace;
- Fostering fragile-to-fragile collaboration.

The framework strategy would also address the operational effectiveness and efficiency of the ILO's delivery of services in fragile states, based on challenges/limitations faced by the organization.

The framework strategy would identify successful and replicable projects and programmes in the following strategic areas of contribution:

- Employment promotion, skills development and entrepreneurship development, particularly for youth, women and reintegration of ex-combatants;
- Social dialogue as a means to contributing to peace and reconciliation;
- Social protection and social safety nets; and support to the eradication of child labour;
- Labour Administration
- Pre-disaster and post-disaster livelihood risk reduction, business continuity and climate change adaptation.

The framework strategy will provide guidance and recommendations on how to foster effective ILO engagement in fragile states, taking into account the ILO's mandate and objectives, needs of tripartite constituents and existing national development frameworks.

It is envisaged that the framework strategy will take into account sub-regional and/or country specificities in its analysis and presentation.

Outputs

The external collaborator is expected to deliver the following outputs:

1. An annotated outline of no more than four pages presenting the

- proposed structure of the framework strategy document;
2. A draft framework strategy document of no more than 25 pages (excluding annexes).

As an output, the external collaborator is also expected to present the draft strategy document before finalization in a meeting to be convened to the ILO Regional Office for Africa management team. Relevant ILO field office personnel and officials from ILO headquarters may be invited to attend this event.

Methodology

It is expected that the external collaborator will undertake a desk review of relevant documentation pertaining to the ILO's global strategy for engagement in fragile states, with particular focus on engagement in the Africa region.

The external collaborator will also conduct consultations with selected ILO officials in the Regional Office for Africa, Decent Work Support Teams and Country Offices across the Africa region, as well as with relevant officials at ILO headquarters.

It is expected that the external collaborator will undertake one or more field visits to the Africa region to visit a select number of fragile states in which the ILO is currently engaged and have consultations with tripartite constituents and partners in those countries as appropriate. The Regional Office for Africa will make available to the external collaborator all requested/ necessary sources of information.

The FSDR group (former ILO/CRISIS) of DEVINVEST will also share available programme documents, reports, lessons learned and evaluations that may be informative for the consultant. The external collaborator will, in particular, benefit from interaction with the ILO's Evaluation Unit in the context of the ongoing global thematic evaluation of the ILO's engagement in fragile states.

Timeline

The annotated outline should be presented to the Regional Office for Africa no later than 18 May 2015.

The first draft strategy document should be submitted to the Regional Office for Africa no later than 17 July 2015. The Regional Office for Africa will provide comments on the draft strategy and a second draft strategy should be submitted to the Regional Office for Africa no later than 10 August 2015.

Conditions

The external collaborator will be engaged for a total period of 60 working days within the period from 1 May to 10 August 2015.

The external collaborator will be expected to undertake a field mission to the Africa region to visit a select number of fragile states³⁹ (two-three) as well as to undertake a mission to the ILO's Regional Office for Africa to present the draft strategy. For this purpose, the external collaborator will be provided pre-paid return air tickets in economy class. The external collaborator will also be paid per diem at the official United Nations DSA rate for the duration of the missions. The per diem will be paid to the external collaborator in advance of the missions. Exact dates and arrangements for the mission travel will be agreed between the ILO Regional Office for Africa and the external collaborator.

Management

The consultancy will be managed by the Management Team of the Regional Office for Africa.

³⁹ In coordination with relevant ILO field offices.

ILO Regional Office for Africa

Mr. Aeneas C. Chuma, Regional Director for Africa;
 Ms. Dayina Mayenga, Deputy Regional Director;
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