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FRAGILE-TO-FRAGILE COOPERATION AND DECENT WORK AN ILO PERSPECTIVE



Fragile-to-Fragile Cooperation and Decent Work:
*an ILO perspective*¹

by Antonio Cruciani

Research co-ordinated by Anita Amorim, Jürgen Schwettmann,
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Technical inputs: Anita Amorim, Jürgen Schwettmann,
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Edited by: Anita Amorim and Andrew Dale
January–October 2015

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Preface – Virgilio Levaggi

On March 20th, 2014, in the context of the High-Level Panel on Decent Work in Fragile States, a Memorandum of Understanding was signed between the ILO and the g7+, an association of twenty countries affected by conflicts, most of them African. At present, the g7+ is coordinated by Sierra Leone, one of the countries that was most affected by the Ebola outbreak. The MoU foresees the cooperation of the ILO by means of joint programs and projects. Such initiatives will promote the following outcomes:

- a) Research of case studies on issues such as job creation and skills development;
- b) Facilitation of peer learning among the g7+ and other developing and less developed countries with a focus on Fragile to Fragile cooperation; and
- c) Coordination between development partners and g7+ Member States on matters of migration policy related to international labour, as well as the socioeconomic integration of refugees and other citizens of states in fragile situations, particularly within the same region and in neighboring states.

All three outcomes are of the utmost importance to the promotion of the Decent Work Agenda. Outcome “c”, in specific, is of paramount importance, given the recent refugee crisis in the Middle East and Europe. During the last decade, the ILO has developed 360 projects in 38 fragile

states, including all of the 20 member countries of the g7+. Many of which were developed in partnerships with UN Agencies. The projects focused primarily on employment and vocational training, employment policies, targeted support for vulnerable groups, local economic recovery, employment intensive investments, and small and medium enterprises development.

The key objective of ILO's institutional strategy is to strengthen the organization's tripartite constituents: workers, employers and governments. This will enable them to play a greater role in supporting recovery and development processes in fragile communities affected by disaster, thus creating jobs and extending social protection.

With our involvement with fragile-to-fragile cooperation, we have strengthened our relations with g7+ members based on the directives of our South-South and triangular cooperation practices. In fragile States, it is crucial to promote partnerships among equals. Mutual trust, horizontal relations and demand-driven objectives characterize such partnerships. The g7+ has recently put forward a *New Deal for engagement in Fragile States*. The New Deal proposes key peace building and state building goals, whilst focusing on new ways of engaging, and identifying commitment strategies. In similar manner to the South-South and triangular cooperation rationale, the basis for this new cooperation paradigm is the acknowledgment that some beneficiary countries have learnt sufficiently from development

Efforts that, given that they have mastered approaches and techniques, they can share such knowledge countries. Priorities for the New Deal are summarized in the slogan: "Good bye conflict, welcome Development". These priorities include employment promotion, skills development, entrepreneurship and solidarity economy – especially for youth, women and ex-combatants. Furthermore, the New Deal proposes social dialogue as a means to contribute to peace and reconciliation, as well as social protection and social safety nets. The plan also foresees support to the eradication of child labour, labour administration, pre-disaster and post-disaster livelihood risk reduction, business continuity and climate change adaptation.

The Decent Work Agenda (DWA) encompasses the four pillars of the concept of decent work, which are the promotion of jobs, the en-

forcement of rights at work, the increase in social protection and the establishment of social dialogue. The DWA allows the ILO to have and integrated approach in its development cooperation initiatives. Such approach is congruent with of the new Sustainable Development Goals (SDGs) set forth by the recently adopted Agenda 2030 and allows us to act as “one ILO”, in the spirit of the Global Jobs Pact (2009), which is to play a strategic role in the implementation of the SDGs.

Labour regulation has the advantage of being a catalyst of social and economic policies. In this context, cooperation can avoid fragmented answers to complex challenges. Since last September, Decent Work is recognized as a global aspiration, and, more important, it is now an universal commitment, consubstantiated in SDG number 8, which commends “the promotion of sustained, inclusive and sustainable economic growth, full and productive employment and decent work for all”.

The tripartite signature of two Decent Work Country Programs (DW-CPs), ILO’s strategic framework for our work in the field, in two fragile States – Somalia and Haiti – emphasizes the relevance of reaching internal political consensus based on technical answers to the priorities defined by our constituents. These country Programs allow an integrated advancement of the Decent Work Agenda. In Somalia, 30% of the beneficiaries of the employment creation projects were women, and, in the framework of the DWCP, the government has ratified conventions C.138 (Minimum Age) and C.182 (Worst Forms of Child Labour). Action plans include the establishment of monitoring and reporting mechanisms and the formation of a National Tripartite Committee. In Haiti, since 2015, the same type of Committee follows up on the efforts to promote inclusive growth.

Confidence and trust facilitate negotiation, design and implementation of sustainable development strategies based on projects focused on the improvement of peoples’ working lives, especially in fragile States. Because these strategies are developed with the involvement of employers, workers and governments, democratic governance is going to be strengthened. In a nutshell, the combination of ILO’s tripartite structure and the principles that guide fragile-to-fragile cooperation can guarantee legitimacy to the initiatives undertaken under the MoU between the ILO and the g7+. Ultimately this is linked to the ILO’s “Jobs for Peace” agenda and will be the object of a long cooperation.



Background

The ILO envisages to further expand its support of socio-economic development in States in fragile situations by developing its contribution to the new Fragile-to-Fragile (F2F) Development Cooperation strategy through interagency, South-South and triangular cooperation mechanisms.

For instance, the Global South-South Development Expo 2014 was a relevant conference to gather new ideas and analyse innovative approaches to enhance cooperation policies, particularly during the ILO Solution Forum that addressed the matters pertaining to the g7+.

This document briefly examines past and current ILO action in States in fragile situations, and resumes lessons learned from technical cooperation projects and initiatives in crisis, conflict and disaster-affected countries. Suggestions for a way forward are proposed for the future F2F programs of the ILO.

The g7+ New Deal for engagement in states in fragile situations

About 70% of the “states in fragile situations” have been in conflict since 1980. Though 50% of Official Development Assistance (ODA) is spent in conflict-affected countries, after decades of traditional “donor-to-beneficiary country” international cooperation, a growing awareness developed in recent years about the merits of exchanging experiences and forging cooperation partnerships among southern countries.² In 2010, a group of fragile and conflict-affected countries, meeting in Dili, Timor-Leste, established the “g7+” to share experiences and to advocate for reforms to the international community’s engagement in conflict-affected states.³ The core mission of the g7+ is to promote peace building and state building as the foundation for transition out of the margins of conflict to the next step of sustainable development. The g7+ provides

² Ref. Helder da Costa, Secretary General of the g7+; Power Point for Global South-South Expo, October 2014.

³ At this meeting, a small group of countries affected by conflict and fragility formed the g7 (consisting of Afghanistan, CAR, Côte d’Ivoire, DRC, Haiti, Sierra Leone, and Timor-Leste) to work together as a coalition and to develop national strategies within their own countries to address crucial governance, economic, social and security issues. As more countries expressed interest to join, the group changed its name to g7+ and has since then expanded to include 20 countries.

a platform for countries in fragile situations to come together to discuss their shared development challenges and advocate for better international policies to address their needs. Following Dili, a second global meeting of the International Dialogue was held in Monrovia in 2011. A landmark agreement was reached as participants and members of the g7+ agreed on five Peace building and Statebuilding Goals (PSGs) as preconditions for delivering the MDGs in states in fragile situations. The PSGs and the wider vision articulated in the Monrovia Roadmap have provided the foundation for constructing the “New Deal for Engagement in Fragile States”.⁴

On the 30th November 2011, at the High Level Forum on Aid Effectiveness, the g7+ advocated for a *New Deal for Engagement in Fragile States*.⁵ The New Deal policy document, which builds on the vision and principles articulated from the Millennium Declaration to the Monrovia Roadmap, proposes key Peace building and State building Goals, focuses on new ways of engaging, and identifies commitments to build mutual trust and achieve better results in states in fragile situation. The basis for this new paradigm was the acknowledgment that some beneficiary countries have learnt sufficiently from past development efforts and have mastered approaches and techniques that can now be shared with other countries. As a follow up to the Forum, the g7+ started promoting the idea of “Fragile-to-Fragile” (F2F) cooperation, which consists in (i) sharing good practices and experiences between fragile states to promote peaceful societies; (ii) fragile states placing common issues and goals in international agendas and forums; (iii) promoting mutually supporting one another through exchange programs and resource mobilization from a fragile to another fragile country.

South-South and triangular cooperation (SSTC) aims to provide an innovative response to global challenges that is well adapted to the needs and development policies of the partner countries in fragile situations. The objectives and practices of SSTC are aligned with the principles of national ownership and self-assessment of F2F cooperation mechanisms

⁴ Ref. ILO PARDEV & DEVINVEST– International Cooperation in Fragile Situations – Draft, April 2014.

⁵ Ref. <http://www.g7plus.org/new-deal-document/>.

as outlined in the Dili Consensus of the g7+. These countries experience similar situations and face similar challenges and as they develop solutions to cope with current difficulties, the potential for South-South Cooperation increases taking into account the sharing and adaptation of these solutions into analogous contexts. Through peer sharing and lessons learned, their successes and failures inform a new and better understanding of their own conditions and necessary steps for transition.

The ILO'S involvement in F2F cooperation within the framework of the g7+



Fragility is not a permanent condition but a temporary challenge to the successful socio-economic development of States and their citizens. There is no 'one size fits all' approach for operating in fragile environments. National ownership and the inclusion of local expertise are vital for designing evidence-based and diversified policy approaches that correspond to the individual needs of States and societies affected by fragility.

Since its foundation, the ILO has highlighted the role of socio-economic programs and policies in peace building and recovery. The *Employment (Transition from War to Peace) Recommendation 1944* (n. 71) proposed a pioneering approach to promote peace and social justice in the aftermath of World War II through employment-based recovery and reconstruction. Post-conflict, fragile and disaster-affected environments are characterized by instability, insecurity, poverty and inequality. Lack of employment opportunities and livelihoods, unemployment and under-employment, inequalities and lack of 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.

This is of relevance until today, as the ILO promotes since 2015 a flagship initiative on “Jobs for Peace”.

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 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.

On 30 May 2013, the UN Secretary General’s “High Level Panel of Eminent Persons on the post-2015 Development agenda” (HLP) released its report “*A New Global Partnership: Eradicate Poverty and Transform Economies through Sustainable Development*”. The HLP Report highlights the nexus between conflict and development as the way out. Focusing on long-term solutions and peace building rather than peace making is crucial. Within this framework, the ILO has actively advocated for job creation, social protection and decent work themes to be included in the list of the new Development Goals, which will replace the previous MDGs after the target date for achieving the Millennium Development Goals passes in 2015. The ILO’s tripartite structure is the pathway to peace and prosperity.

The ILO’s strategy for supporting Fragile-to-Fragile Cooperation is built upon, and in accordance, with the defined 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 (SDG goal 8). However, priorities are also reflected in various other proposed SDGs that specifically include strategic areas directly referring to the ILO’s mandate and calling for ILO’s involvement, such as:

- *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).*

Following the discussions on States in fragile situation held in the ILO Governing Body, on 20 March 2014, during the High-level Panel on Decent Work in Fragile States, Mr. Guy Ryder, ILO Director-General, signed a Memorandum of Understanding with Mr. Helder da Costa, Secretary General of the g7+. 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 programs 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; (iv) socio-economic reintegration of refugees and other citizens of states in fragile situations, particularly within the same region and in neighbouring states; and (v) technical assistance.

Given the ILO's experience in successfully promoting and expanding SSTC, the organization would be well positioned to offer valuable insights on consultation and policy processes to the g7+ and other countries in fragile situations. In this regard, the MoU is an important stepping-stone, as it declares that the "ILO will support and promote Fragile-to-Fragile Cooperation between the g7+ member states and with other developing states, as well as South-South and triangular cooperation".⁶ The "ILO Declaration on Social Justice for a Fair Globalization" states that social dialogue and tripartism help to strengthen social cohesion and the rule of law, as it is based on international labour standards (ILS) covering representation, consultation, freedom of association and collective bargaining. Social Dialogue and tripartism also play a critical role in achieving the ILO's objective of advancing opportunities for women and men to secure decent and productive work in conditions of freedom, equality, security and human dignity. The ILO supports the creation of conditions

⁶ For instance, it is worth mentioning that the Secretariat of the g7+ was very active during the X Summit of the Community of Portuguese Language Countries (CPLP) held in Dili, Timor-Leste, in July 2014, as Timor-Leste, Guinea-Bissau, and São Tomé and Príncipe are members of both organisations.

for effective dialogue between social partners. It assists governments, employers' and workers' organizations from the global South to establish sound labour relations, adapt labour laws to changing economic and social circumstances, and to improve labour administration.

In Fragile environments, the lack of participation and dialogue opportunities is a common challenge, a situation that drives people to participate in political violence, hindering the peace building and state building processes. The ILO can contribute for strengthening the capacities of workers' and employers' organizations so that they can play an active role in conflict prevention and peace consolidation.⁷ During the past years, the ILO has supported union movements and followed up on several initiatives for the promotion of Decent Work. Its main tools in these contexts have been the ILO's "UN Employment Policy for Post-Conflict Employment Creation, Income Generation and Reintegration" and its manual on "Prevention and Resolution of violent and armed conflicts". Social dialogue is an essential tool to reach consensus on the post-2015 development agenda as it helps to ensure the effective implementation of strategies with the involvement of all the stakeholders to address future development challenges.

Within this framework, the ILO intends to contribute to expand and reinforce exchanges among countries and facilitate peer learning among the g7+ member states and between other developing and least developed states and countries in fragile situations with a focus on Fragile-to-Fragile Cooperation (F2F) and South-South and triangular Cooperation. The aim is to provide other governments of States in fragile situations with sustainable decent work solutions already successfully implemented in other countries with similar conditions. The ILO would provide technical and organizational support – in collaboration with all institutional partners, including governments, workers' and employers' organizations, civil society leaders, academics and development partners – to

⁷ In this sense, the ILO's institutional knowledge and expertise has been relevant for engaging workers' and employers' organizations in South-South Cooperation by encouraging them to share their experiences in the promotion of Decent Work values. The ILO also plays a role in building up their capacity to engage effectively in socio-economic development within their own nations. Employers' organizations in Eastern Europe, Central Asia and Latin America regularly meet to share their experience in cooperation for development.

cement initiatives, build partnerships and launch projects to bring tested solutions to be scaled up and address the challenges of the post-2015 sustainable development agenda. The ILO is available to jointly develop with the g7+ a coherent proposal for F2F, contribute to resource mobilization and assist in the backstopping of F2F peer-learning activities.

Past and ongoing ILO support to states in fragile situations



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, Workers and Employers) 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.

A great number of projects have been implemented in States in fragile situations⁸ with UN partner agencies: 39 with UNDP, 31 with UNICEF, 17 with UN-Habitat, 11 with the World Bank, and 10 with the FAO. Most

⁸ The analysis is based on 18 member States of the g7+.

of these projects have a local development component, underlining the relevance of area-based approaches that are potentially more responsive to specific needs in pockets of fragility. The projects focused primarily on: employment and vocational training (81 projects), employment policies (58), and targeted support for vulnerable groups (57), local economic recovery (44), employment intensive investments (40), and small and medium enterprises (39).⁹

3.1 The ILO and the UN inter-agency initiatives in states in fragile situations

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. In 2009, the ILO and the United Nations Development Program (UNDP) jointly launched 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.

In partnership with other UN and multilateral agencies, the ILO has successfully broadened and maximized its impact in a variety of post-dis-

⁹ Ref. ILO Governing Body, Geneva 13-27 March 2014 – ILO technical cooperation in fragile States (GB.320/POL/9). Ex-combatants are an important target group in countries such as Burundi, Comoros, Solomon Islands, South Sudan and Timor-Leste, whereas projects in Afghanistan, Democratic Republic of Congo, Liberia and Somalia specifically targeted child soldiers. Overall, youth (59 projects), conflict-affected host communities (48) and women (45) are the main end-beneficiaries, whereas disabled persons have been less prominent end-beneficiaries.

aster settings. The response to the December 2004 Indian Ocean tsunami demonstrated the ILO's ability to contribute with its technical knowledge and resources in humanitarian settings and to leverage its own program funding requirements through the Consolidated Appeal Process (both for Sri Lanka and Indonesia). Following the tsunami experience, the ILO has expanded its disaster response in numerous countries, among them Pakistan, Haiti and the Philippines. In these countries, the ILO is co-leading the Early Recovery and Livelihood Cluster together with the UNDP.

3.2 Some examples of the ILO's projects in fragile settings that could be adapted through F2F cooperation and South-South Cooperation to F2F.

The ILO's engagement in fragile situations is based upon the principle of national leadership and ownership. Through collaboration with tripartite constituents and UN partners, ILO's projects and programs helped to build the capacity of government, communities and social partners to respond to the needs of their citizens. Some examples of successful initiatives, as follows, can illustrate the potential of the ILO's approach to employment recovery and labour governance in fragile situations:¹⁰

A) National ownership from the start: an embedded approach in Timor-Leste¹¹

Timor-Leste became the 177th Member State of the UN on 19 August 2003. One of the major challenges for the country is to reduce poverty and create jobs for its population. Over the past 10 years, the ILO and the Timorese government institutions (including the Secretariat of State for Vocational Training and Employment Policies, the Secretariat of State for the Support and Promotion of the Private Sector and the Ministry of Public Works) have successfully implemented 11 project initiatives such as the "Business Opportunities and Support Services (BOSS)", the "Roads for Development (R4D)", the "Enhancing Rural Areas (ERA)" and the "Training and Employment Support Program (TESP)". Multiple

¹⁰ A list of publications can be found on: <http://www.ilo.org/employment>.

¹¹ Ref.: Paper for the Global South-South Development Expo 2014 prepared by Mr. Helder da Costa, General-Secretary of the g7+.

development partners such as AusAID, EU, Irish Aid, New Zealand Aid Program and the Norwegian Agency for Development Cooperation (Norad) have supported the ILO and its government partners in Timor-Leste.

For instance, the Training and Employment Support Program (TESP) is supporting the Government of Timor-Leste through the Secretariat of State for Vocational Training and Employment Policy (SEPFOPE) and the National Institute for the Development of the Labour Force (INDMO) to increase the number of people with improved skills and competencies enabling them to have better access to employment and to contribute to the growth and diversification of the economy. The “Training and Employment Support Program” is jointly implemented by the ILO and SEPFOPE and funded by AusAID. The TESP targets male and female beneficiaries in all 13 districts of Timor-Leste with a particular focus on ensuring that young people, women and people with disabilities have access to good quality, industry linked training leading to productive work outcomes. The Program has five strategic objectives, which are:

- To improve the Technical and Vocational Education and Training (TVET) and Employment policy environment;
- To improve labour market information and workforce planning and projection;
- To expand the delivery of industry relevant competency based qualifications in priority sectors;
- To improve linkages between investment in training and the growth of selected priority economic sectors; and
- To strengthen linkages between employment services and the labour market at district level.

B) Building hurricane-resistance public infrastructure in Madagascar through labour-based investments

Since 1992, the ILO has been collaborating with different Ministries (Public Works, Health, and Education), UN agencies and EU/CARE to implement a large-scale rehabilitation and reconstruction program set up in the aftermath of several destructive cyclones on the East and South coasts of Madagascar. The ILO's contribution consists in applying the

Innovations in Public Employment Programme (IPEP) approach, whose components are (i) training and capacity building for small and medium-sized labour-based contractors of the building sector, and (ii) the promotion of contracting systems and procedures that ensure that contractors have better access to public markets and that workers benefit from better working conditions. Investment programs, based on optimum use of manpower and local resources are operational in Madagascar in many sectors, particularly in the fields of rural roads, public buildings (schools, health centres), the hydro-agricultural domain, municipal facilities in urban and rural areas, etc.

The ILO's support has proven its technical feasibility and profitability on the microeconomic level (SMEs). It has produced results recognized by the Government and development partners, particularly in terms of quality and costs, training of technicians and managers of SMEs, strengthening the partnership between the public and the private sector, support to decentralized and local communities for planning, implementation and maintenance of existing or rehabilitated infrastructure, and improvement of the efficiency of contracting procedures.

C) Protecting lives and reducing vulnerability in draught-affected areas in the Horn of Africa

The Horn of Africa region regularly experiences severe draught as a result of poor rainy seasons. The worst affected areas include southern and central Somalia, eastern Ethiopia, northern Kenya and Djibouti. Eleven million people were affected in 2011 and were in need of emergency aid, including 800,000 Somali refugees living in camps in Kenya, Ethiopia and Djibouti, located in regions that were themselves severely affected by the drought. The number of refugees was growing daily as was the number of internally displaced people living inside Somalia (close to one million). The deep roots of the crisis impact profoundly on decent work and development in the Horn of Africa: livestock mortality (up to 60%) especially cattle and sheep; harvests are delayed and can reach total crop failure in most affected areas; staple cereal prices skyrocket. The impact of the drought is exacerbated by conflicts, which further contribute to higher local cereal prices and excessive livestock mortality,

while at the same time hampering humanitarian access in affected areas. Moreover, the drought also increases conflicts over pasture and water amongst pastoralists in a downward spiral.

The ILO had successfully supported the implementation of essential social protection and cash transfers schemes to conflict-torn areas of Somalia since 2006, mainly through employment-intensive community infrastructure investment projects, in the affected regions of Ethiopia, Kenya and Djibouti. The ILO¹² promoted, alongside national stakeholders, and in collaboration with the African Union and Intergovernmental Authority on Development (IGAD), the adoption of the “*Employment for Peace, Stability and Development Strategy for the Horn of Africa*”, at a high-level conference in Addis Ababa on 12 April 2011. As a follow up, it established a broad operational basis across the three administrations governing Somalia at that time, including through strategic partnerships with UN agencies as well as local organizations. The ILO’s strategy in response to the crisis was based on four interlinked key components:

- *Protecting key livelihood assets and stabilizing loss of incomes, through:*¹³ rapid market assessments; employment-intensive programs; cash transfers targeting key factors such as the purchase of fodder and water for cattle, seeds for agriculture.
- *Empowering communities for more efficient natural resources management, while stimulating recovery.* A series of actions are put in place: employment-intensive programs; local dialogue, participatory forum, local governance support, business development services and

¹² An appeal for US\$300 million for southern Somalia had been launched covering not only immediate food needs but also the livelihood early recovery aspects of this profound crisis. The aid to the worst hit southern Somalian populations was mostly delivered at the two refugee complexes installed across the borders, in Kenya (Dadaab area) and in Ethiopia (Dolo Ado). The ECOSOC Humanitarian Segment has convened a session on the drought in the Horn of Africa on 21 July 2011 to coordinate the response of affected countries, development partner countries and relevant UN agencies, including the ILO.

¹³ As a result: essential livelihood assets could be protected and incomes of the most vulnerable stabilized in the face of severe drought; a monitoring system providing regular, localized information on incomes, employment and markets was put in place to inform decisions on when, where and how to intervene; the essential livelihood assets and means of subsistence of the most vulnerable were protected; employment-intensive works and conditional cash transfers provided immediate emergency income to affected households.

microfinance schemes. Community infrastructure investments on water harvesting, conservation and drainage, as well as trade routes, market centres, storage facilities, solid waste management – grounded on local knowledge (traditional systems of water management, for instance) and using the most appropriate technologies, procedures and locally available materials – reduced transaction costs for food supply, agro-food inputs, provided income generation activities and maximised local employment content; local communities became better able to manage local resources to secure food supply, production and food accessibility through participatory, broad-based local dialogue and governance; local producers became able to make a more efficient management of crisis-prone natural resources.

- *Promoting diversification of the economic basis of crisis-prone areas*, through: ‘*Start Your Business/basic business management*’ training; skills training; the setup of microfinance schemes; the promotion of social and solidarity economy. This produced the following results: Local economies in crisis-prone areas became less reliant on water and other crisis-prone natural resources. Alternative livelihoods and business opportunities that correspond to the local comparative advantage of target areas, and are adapted to climate change were identified in a participatory manner. Business development services were made available to local entrepreneurs (through local organizations) to create and develop economic activities in areas of local comparative advantage.
- *Investing in disaster preparedness*. To this aim the following actions were taken: the establishment of early warning systems (concerning employment, income, market failure indicators, etc.); the use of community contracting and employment-intensive schemes; the promotion of local social dialogue and governance; the diffusion of community awareness on early warning practices.

D) Transition from war to peace: socio-economic reintegration of ex-combatants in the Democratic Republic of the Congo (DRC)

For the past 15 years, the ILO has been supporting post-conflict recovery through socio-economic reintegration of ex-combatants, including former child-soldiers. The ILO is a member of the Inter-Agency Group

on Disarmament, Demobilization and Reintegration (IAWG-DDR), which was formerly established in 2005. Along with other 14 UN organizations, the ILO has engaged in developing knowledge and tools for an integrated, effective DDR. For example, the ILO contributed with a module on socioeconomic reintegration to the Integrated Disarmament, Demobilization and Reintegration Standard (IDDRS).

Following the request from the Transitional Government of the Democratic Republic of Congo (DRC) and the World Bank, the ILO supported the Transitional Government in drafting the National Program for DDR. The process was funded by the Multi Partner Trust Fund (MPTF) and coordinated by the UNDP. In the DRC, the ILO has provided its technical expertise and promoted micro and small enterprises, employability and vocational training and cooperatives development. Other income generating activities include short-cycle business-management training, cash grants, and access to micro-finance and health insurance schemes as well as coaching. Between 2001 and 2003, in order to facilitate the reintegration of vulnerable groups from the armed forces, the ILO assessed labour absorption capacities within various sectors, provided Congolese demobilized combatants with vocational rehabilitation and income generating activities, together with BUNADER, the World Bank and the IOM. Since 2006, it has organized job referral and counselling services specifically addressing ex-combatants and has supported their income generating activities with a focus on micro and small enterprises and cooperatives. The beneficiaries have received training on business management, vocational training and entrepreneurship assistance. More than 7,000 ex-combatants (male and female) achieved sustainable socio-economic reintegration in five provinces (Bandundu, Equateur, Maniema, North Kivu and South Kivu).

The ILO has also been engaged in the sustainable reintegration of ex-combatants in the other countries of the Great Lakes region. Between 2002 and 2007, the ILO's International Programme on the Elimination of Child Labour (IPEC) has provided assistance to children formerly associated with armed forces and groups (child-soldiers) and children in risk of being recruited by armed forces in countries such as Burundi, the DRC and Rwanda. The ILO's assistance for children includes the provision of vocational guidance, basic education, and social protection schemes at local health institutions. In the DRC more than 1,700 children (including girls)

formerly associated with the armed forces and groups were reintegrated into civilian life. Labour market assessments were carried out in several war-affected provinces and support was given to micro-business development services, access to micro credit and micro health insurance, and vocational training. In Burundi, 1,500 children formerly associated with the armed forces and groups were reintegrated into civilian life and many other children at risk were prevented from joining the armed forces.¹⁴

E) Labour-intensive Youth employment program in Sierra Leone

In response to the post-conflict challenges of social and economic development in Sierra Leone, the Government developed the PRS II, or the Agenda for Change (2008-2012), which focused on reducing the high level of unemployment among the youth through investments in employment creation. Within this framework, the development objective of the ILO's 'Quick Impact Employment Creation Project' (QIECP) in Sierra Leone was to create employment opportunities for the youth through labour based infrastructure development by: i) creating productive employment opportunities for the youth within Bombali district; ii) introducing cost effective labour based methods for the rehabilitation and maintenance of feeder roads using private contractors; and iii) strengthening the central government and the Bombali District Administrations' capacity to plan, manage and monitor the rehabilitation and maintenance of feeder roads. The QIEC project established a close working relationship with a number of Ministries (Works, Housing and Infrastructure; Agriculture, Forestry and Food Security; the Sierra Leone Roads Authority; and the National Commission for Social Action) and cooperated with UN partners. The project was effective in creating productive employment opportunities for local youth through vocational training, and courses for local people (entrepreneurship, agricultural production, processing and marketing).

¹⁴ ILO Guidelines and Tools for Post-Conflict Reintegration are available at www.ilo.org/public/english/employment/crisis/info/g_publ.htm.

- Manual on Training and Employment Options for Ex-Combatants
- Red Shoes: Experiences of Girls Combatants in Liberia
- Operational Guide: Local Economic Development in Post-Crisis Situations
- Guidelines for Establishing Emergency Public Employment Services
- Employment-Intensive Reconstruction Works in Countries Emerging from Armed Conflicts

The approach has been well received in social, economic and political terms, having created employment opportunities and incomes for young people in rural communities, most of them for the first time. The impact on women's lives has been significant, and has contributed to start changing a common situation of discrimination of women in hiring and related work conditions.

F) The construction of peace and decent work in Guinea¹⁵

Already in 2000, taking into account the socio-political situation and the conflicts that affected the neighbouring countries of Sierra Leone and Liberia, the ILO was requested by the National Confederation of Guinean Workers (CNTG) to organize a training seminar on prevention and crisis management through social dialogue.

The political instability of the bordering countries and deterioration of the purchasing power and living conditions of workers and disadvantaged social groups in Guinea in the years 2005-2008 had led unions to organize a series of strikes and protest marches. Facing the authorities' refusal to negotiate, the unions had set up a confederation of trade unions in order to establish unity of action, expand cooperation and coordination with other actors of civil society, political parties, young women and religious denominations. Meanwhile, efforts were being made to build regional and international mobilization of the working world: the International Trade Union Confederation (ITUC), its African Chapter (CSI Africa), and the Organization of African Trade Union Unity (Organisation de l'unité syndicale africaine – OUSA), supported by all members of the continent. An 'International Trade Union Solidarity Conference to Promote Sustainable Development in Guinea', led by Mr. Guy Ryder, at the time General Secretary of ITUC, was held in Conakry in 2007.

In this context, a training manual on the prevention and management of armed conflict was developed¹⁶ as well as a programme of field visits

¹⁵ Ref.: Paper for the Global South-South Development Expo 2014, prepared by Ms. Rabiatou Seráh Diallo, Honorary President of the National Confederation of Guinean Workers (CNTG).

¹⁶ ILO – Prévention et résolution des conflits violents et armés: Manuel de formation à l'usage des organisations syndicales – 2010 http://www.ilo.org/wcmsp5/groups/public/---ed_emp/documents/instructionalmaterial/wcms_141272.pdf.

in the border areas by the Unions to meet the refugees, give them emergency supplies while reassuring them of the workers' solidarity.

The principles and values of South-South Cooperation, such as peer sharing and solidarity, were crucial in the success of these processes. The role of the ILO was important to strengthen the institutional capacity of the actors, particularly the National Transitional Council (CNT), the defence and security forces, and all the other socio-political, economic and cultural actors of Guinea. The country managed to rebuild its institutions and is currently in a state of peace. Its example can be inspirational for other countries in similar conditions. Through F2F cooperation mechanisms, other states in fragile situations can benefit from the Guinean experience in achieving concrete results in Peacebuilding and Statebuilding.

3.3 Some ILO initiatives within the framework of South-South Cooperation¹⁷

Many countries of the global south increasingly highlight the merits of forging new partnerships among “Southern” countries. South-South Cooperation is based upon the acknowledgment that some traditional “beneficiary countries” have learnt sufficiently from past development efforts and have mastered techniques that they can now pass on to other countries to promote this learning process.¹⁸ SSTC is first and foremost based on the principle of solidarity and non-conditionality and aims to provide an innovative response to global challenges that better adapts development policies to the needs of the concerned countries. Therefore, the objectives and practices of SSTC are in alignment with the principles of national ownership and self-assessment of F2F cooperation mechanisms as outlined in the Dili Consensus of the g7+.¹⁹

Through its Emerging and Special Partnerships Unit (ESPU), the ILO has built in recent years a strong cooperation with the Community of

¹⁷ Helder da Costa, *ibidem*.

¹⁸ Most notably, Brazil has emerged as an important development partner under the South-South umbrella. Following the adoption of the ILO Strategy on SSTC, the ILO and Brazil have successfully promoted South-South Cooperation through the joint implementation of projects and programmes in numerous countries across Latin America, Africa and Asia.

¹⁹ The ILO's contribution for solving fragile situations is underpinned by the principles of national leadership and ownership. Thus, collaboration with tripartite constituents is deemed fundamental by the ILO in the process of supporting national partners in the promotion of

note 19 continued on page 28

Portuguese Language Countries (CPLP). This cooperation was formalized in 2004 when a MoU was signed between the CPLP and the ILO to foster knowledge exchange and networking, joint awareness campaigns, harmonized approaches to issues of mutual relevance and enhanced cooperation and training. Three of the CPLP members, namely Guinea-Bissau, São Tomé and Príncipe, and Timor-Leste, are also part of the g7+. The ILO-CPLP partnership is thus a direct vehicle to foster F2F cooperation within the g7+ context. The following examples illustrate the relevance of the CPLP for past and prospective F2F cooperation.

A) Cooperation with Brazil in the CPLP states

In 2010, the ILO's International Training Centre (ITC) in Turin, with the support of Brazil, implemented a capacity-building programme for humanitarian assistance. This programme lasted for a period of 36 months (January 2011-January 2014) and provided support to countries affected by crisis or natural disasters to alleviate the hardships faced by the population, through sustainable development approaches. The beneficiaries of the programme were governments, employers' and workers' organizations, and the civil society in selected Portuguese-speaking countries (Angola, Cabo Verde, Guinea-Bissau, Mozambique, Sao Tomé and Príncipe, Timor-Leste) as well as Haiti, Niger and Palestine. The programme focused on: (i) training and skills development (distant learning courses and regional events) aimed at reducing the level of vulnerability of local populations and the risk of social and environmental disasters; (ii) assisting local communities and encouraging prevention and recovery processes through the adaptation of suitable policies and tools for the sustainable development of territories; (iii) promoting the involvement of a broad range of stakeholders both in the field of disaster risk reduction (such as Civil Defence and the Red Cross) as in the area of territorial development (environmental planning). Follow-up initiatives by the ILO and Brazil are envisioned to

note 19 continued from page 27

social justice. Within this framework, the ILO's Decent Work Agenda establishes social dialogue as a cornerstone to achieve social peace. Close cooperation with workers' and employers organisations is essential to promote employment opportunities, vocational training and social protection, which are vital areas to the pursuit of sustainable development.

enhance humanitarian assistance to populations in countries at risk and to encourage prevention, rehabilitation and recovery by strengthening institutions and promoting tools for sustainable development.

B) The improvement of the Social Security system: technology and skills transfer between Cabo Verde and Guinea-Bissau

From September 2010 until September 2011, the ILO facilitated under the SSTC umbrella an initiative between Cabo Verde and Guinea-Bissau, within the framework of the STEP/Portugal project. The initiative aimed to strengthen the administration of Guinea-Bissau's social security system through technology and skills transfer. In September 2010, a delegation from Cabo Verde travelled to Guinea-Bissau on a study mission to provide recommendations on how to improve the registration processes and the data collection of social security beneficiaries. In order to implement these recommendations, the ITC/ILO provided, with the support of Portugal, a training course to build capacities for the administration of Social Security Institutions. The course attracted a variety of participants from across the CPLP, including the National Institute of Social Security from Cape Verde, representatives from Portugal and the state of Minas Gerais (Brazil) who engaged constructively with their colleagues from Guinea-Bissau to review existing procedures and to improve administrative skills. Additional support to Guinea-Bissau was provided through the acquisition of suitable computer hardware and software.

C) Social Security Scheme and "Bolsa Família": from Brazil to Timor-Leste

In the framework of the South-South Cooperation project, which involves the ILO and the Governments of Brazil and Timor-Leste, the ILO has supported the Inter-ministerial Working Group appointed by the Ministry of Social Solidarity to contribute to the establishment of a social security system in Timor-Leste. At the end of 2010, the Ministry of Social Solidarity decided to introduce a Transitional Social Security Scheme, which is currently being implemented. It will guarantee the basic social protection needs of civil servants and their dependent family members. The Transitional Social Security Scheme is to be replaced by a universal contributory social security system by 2016.

The Brazilian “*Bolsa Família*” programme has been cited as a successful example of poverty reduction as it helped to take 36 million Brazilians out of extreme poverty since 2003. The programme involves the transfer of money or other forms of social support to families in poverty and extreme poverty who in turn have to meet certain obligations pertaining to education, health, etc. Drawing upon the successful implementation in Brazil, the Government of Timor-Leste launched in March 2008, the “*Bolsa Mãe*” (*Mother’s grant*) programme, integrating it into the National Development Plan of Timor-Leste (funding it with revenue from oil exploitation). In the spirit of South-South Cooperation, the Ministry of Social Solidarity (MSS) of Timor-Leste took part in a visit to Brazil in October 2009 in order to learn about its conditional cash transfer programme “*Bolsa Família*”. The visit was organized in order to promote knowledge sharing on cash transfer programmes and to improve the implementation of the conditional cash transfer scheme “*Bolsa Mãe*” programme, and more specifically about the identification of beneficiaries through a “single registry” payment system and monitoring and feedback systems.

In 2010, with the technical support of the ILO, the Council of Ministers of Timor-Leste adopted a Draft Law aimed at revising the current Labour Code (Draft Law no. 39/2010), which defines the general principles and the legal regime applicable to individual labour and industrial relations, as well as possible sanctions on instances of infringements. This revision, which is still to be adopted by the Parliament, should reaffirm the provisions of the 2002 Labour Code (Regulation of the UNTAET no. 2002/5) while adapting these to current labour relations in the country.

Opportunities for the ILO's support to F2F Cooperation: The way forward

Within the framework of the g7+, the ILO intends to enhance its involvement in F2F Cooperation. As a follow-up to the MoU, the ILO has suggested to the g7+ Secretariat to launch pilot F2F cooperation initiatives with the facilitation of the ILO. Successful programs that are replicable in other countries in fragile situations and hence suitable to be disseminated and shared will be identified and presented to relevant Governments where pertinent.

The strategy of the ILO F2F initiative will be aiming at:

- 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;
- bringing into the framework of the g7+ the ILO's approach, expertise and technical experience of its interventions in fragile situations;
- responding to the recommendations of the post-2015 debate, as well as the Global Partnership for Effective Development Cooperation;

- enhancing the capacity of the ILO's tripartite constituents in countries in fragile situations to develop national responses and support social dialogue as a means to consolidate peace.

Successful and replicable projects and programs will be identified and adapted mainly in the following strategic areas of contribution:

- ✓ Employment promotion, skills development, entrepreneurship and solidarity economy, especially for youth, women and reintegration of ex-combatants;
- ✓ Social dialogue as a means to contribute 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.
- ✓ South-South and triangular cooperation through F2F and inter-regional networking.

The ILO would promote and facilitate contacts, meetings and exchanges between the governments and social partners of interested countries provide advice and technical materials on lessons learned and best practices, elaborate updated labour statistics and labour market information when needed, provide specific training to technical advisors of the countries involved, facilitate dissemination of information and contacts with development partners.

Adapted and innovative aid modalities and policies for F2F interventions will be identified through an inclusive process of knowledge sharing and promotion, at three different levels: at country level, regional level and global level.

4.1 Potential F2F Country-to-Country initiatives (and SSTC to F2F)

The following are **some examples** of possible Fragile-to-Fragile cooperation schemes that could be built on successful previous experiences with the technical assistance and support of the ILO regional and

country Offices and direct exchanges and knowledge sharing between the countries involved:

1. Promote F2F Cooperation between Timor-Leste and Guinea-Bissau on Social Protection.

In Timor-Leste, the “Bolsa Mãe” is a direct, conditional cash transfer program based on social measures that aim to alleviate poverty in the short term and to invest in human capital in the long term. This programme enables poor households headed by women to address hardships by providing cash benefits on the condition that the identified child attends and successfully completes each level of schooling. Other beneficiaries of the programme are: (i) Single mothers, (ii) Widows and (iii) Orphans. The cash transfer varies according to the family structure. The programme covered 11 000 families in the year 2010. An information management system has been created, enabling the “Bolsa Mãe” programme to better identify beneficiary families and reach the most vulnerable families. The Timor-Leste experience can be adapted and offer a solid contribution to develop similar programs in Guinea-Bissau.

2. Promote F2F Cooperation between Guinea Conakry, Sierra Leone and Liberia on Peacebuilding through Social Dialogue and Employment promotion.

In September 2009, following a massacre of citizens and women in Guinea that resulted in more than a hundred deaths, the ILO, OIF, UNDP, the European Union, the African Union and ECOWAS, supported the socio-political actors to reach an agreement on solutions to be implemented. Successful negotiations and signing of the Ouagadougou (Burkina Faso) agreements that established transitional structures were achieved through dialogue between the Government and the National Transitional Council (the CNT played the legislative role), setting a schedule for presidential and legislative elections. These initiatives were made possible through the support and the willingness of workers and their unions to promote dialogue and inclusion. Presidential elections were held in 2010 and the new president was sworn in on December 21, 2010.

The ILO, alongside with other international partners, supported the organization of a national seminar on the role of unions in prevention and management of crises and violent conflicts that was held in Conakry

in July 2011. A national seminar on the dissemination of the handbook on prevention and management of conflicts was also organized. In addition, two regional seminars were organized for national universities, the mining sector, youth sections of the city of Conakry, and the military, having the participants' feedback been transmitted to the structures of their organisations. Through social dialogue, a committee chaired by the 1st Vice-President of the CNT and the participation of all socio-political actors was established. Important results were achieved: the agreement for the preparation and organization of elections in 2013; the peaceful organization of parliamentary elections and the acceptance of the final results by the authorities and the Republican opposition; the adoption by the CNT of a new labour code; and the establishment of the new National Assembly of Guinea on January 2014.

The experience and the concrete results obtained in a state in a fragile situation, weakened by divisions and years of bad governance, clearly show that social dialogue is crucial for the recovery and mobilization initiatives, through the support of South-South Cooperation, and to facilitate the reconstruction of a wide social cohesion, which is essential for achieving decent work and sustainable peace. The example of Guinea Conakry can be extremely beneficial to the political process in the neighbouring countries.

3. Promote F2F Cooperation between Madagascar and the Philippines on labour-based public investments in typhoon-prone areas.

Labour-based approaches prioritize the quality of employment and emphasize on local capacity building, through skills training and local participation. The approach, developed in Madagascar with the support of the ILO, while providing durable infrastructure that can stimulate pro-poor growth, has several additional benefits: (i) the creation of jobs, particularly for the unskilled and poor people over long time periods; (ii) increases in savings, investments and consumption; (iii) further, savings earned from infrastructure projects can be used as start-up or working capital for business ventures, such as petty trading; (iv) the injection of cash income into a local economy boosts the level of economic activity, as income earned is actively spent on goods (e.g., food, clothes, and

mobile phones) and services (e.g., health, education and rural financial services) thereby generating income and profit for others; (v) indirect employment generated by labour-based approaches has been estimated to range from 1.5 to 3 times the number of directly generated jobs; (vi) positive gender impacts, as substantial numbers of employees in labour-based infrastructure projects are women, closely associated with improved household nutrition, access to educational and health services, and increased economic opportunities for poor women to have access to training and supervisory roles; (vii) stimulating local entrepreneurship and promoting the development of micro-enterprises, in the domestic construction industry and the transport sector, especially in the sourcing and transportation of gravel materials; and (viii) developing skills and capacity of local labour that can be used in other income generating activities as well as in subsequent maintenance works. Adapting Madagascar's experience of building hurricane-resistant public infrastructure (schools, etc.) can benefit the Philippines in protecting and rebuilding infrastructure in the disaster-prone areas.

4. Promote F2F Cooperation between the Democratic Republic of Congo and the Central African Republic on Disarmament, Demobilization and Reintegration (DDR)

In the DRC and other Great Lakes countries, the ILO – in order to facilitate the reintegration of vulnerable ex-combatants – promoted the creation of micro and small enterprises, employability, vocational training and cooperatives development. Other income generating activities included short-cycle business-management training, cash grants, access to micro-finance and health insurance schemes as well as micro-business coaching. Between 2001 and 2003, the ILO engaged in the implementation of the programme, together with BUNADER, the World Bank and IOM. Since 2006, it has organized job referral and counselling services specifically addressing ex-combatants and has supported their income generating activities with a focus on micro and small enterprises and cooperatives. More than 7,000 ex-combatants (male and female) achieved sustainable socio-economic reintegration in five provinces. The ILO has also been engaged in the sustainable reintegration of ex-combatants in other countries of the Great Lakes region. Moreover, between 2002 and

2007, the ILO's International Programme on the Eradication of Child Labour (IPEC) has successfully provided assistance to children formerly associated with armed forces and groups (child-soldiers) and children that risked to be recruited by armed forces in countries such as Burundi, the DRC and Rwanda. The recruitment of much more children (including girls) at risk was prevented. In Burundi 1,500 children formerly associated with armed forces and groups were reintegrated into the civil life and many other children at risk were prevented from joining armed forces. The experience gained by DRC public officials and social partners in the reintegration of ex-combatants can be very useful for other countries in similar fragile settings, such as the Central African Republic.

4.2 Potential F2F initiatives at Regional (sub-regional) level

Under the framework of the g7+, the ILO would promote and support F2F Cooperation between one or more countries of the same geographical region or the same intergovernmental regional institution. Operating in collaboration with regional institutions would facilitate direct exchanges and knowledge sharing between the countries involved, with the technical assistance and support of the ILO regional and country Offices. F2F regional initiatives have the advantage of being facilitated by common objectives and visions. Moreover, they would be designed and implemented within an intergovernmental institutional framework, which can provide a strong political support, this being one of the conditions for the full ownership of the initiatives by each member government.

Some examples of potential regional F2F cooperation schemes are, among others, the following:

- ✓ F2F cooperation among **CPLP** member states.
- ✓ F2F cooperation among **IGAD**²⁰ member States (Djibouti, Somalia, Eritrea, Sudan, Ethiopia, Uganda, Kenya) or in the **Horn of Africa** (Djibouti, Eritrea, Ethiopia, Somalia).

²⁰ On 25 January 2012, **IGAD** and the **ILO** signed a Memorandum of Understanding on Employment for Peace in the Horn of Africa.

- ✓ F2F cooperation among member countries of **ECOWAS** (Benin, Burkina Faso, Côte d'Ivoire, Gambia, Ghana, Guinea, Guinea-Bissau, Liberia, Mali, Niger, Nigeria, Senegal, Sierra Leone, Togo and Cabo Verde).
- ✓ F2F cooperation among **the Sahel** countries (the Sahel covers parts of, from west to east, Gambia, Senegal, southern Mauritania, central Mali, Burkina Faso, southern Algeria and Niger, northern Nigeria and Cameroon, central Chad, southern Sudan, northern South Sudan and northern Eritrea).
- ✓ F2F cooperation among the **Mano River Union** member countries (Liberia, Sierra Leone, Guinea).
- ✓ F2F city-to-city cooperation – under the umbrella of the **UCLG** – based on successful experiences in the fields of urban management, slum upgrading through labour-based public investments, urban employment and enterprise promotion, disaster preparedness and recovery, climate change preparedness.

4.3 Potential F2F initiatives at the Global level

The ILO's technical assistance is also foreseen at the global level, in order to promote and support the design, development and monitoring of possible F2F Cooperation partnerships of the g7+. The following global actions – to be undertaken and supported by the ILO Headquarters in collaboration with its Regional and country Offices – are considered indispensable to facilitate the successful setup of F2F Cooperation within the framework of the g7+:

1. The setup of a dedicated ILO F2F website (or a dedicated window within the g7+ website), focusing on issues concerning employment and livelihood and presenting the menus of options and the available opportunities in the framework of the F2F Cooperation. This will allow a wide diffusion of information and opportunities among decision makers and interested parties of the countries in fragile situations involved.
2. The organization, on the basis of the demand of interested parties, of Regional F2F Fairs/Expos where F2F strategies and operational

options will be considered and plans discussed and shared between interested States and development partners.

3. The fielding of technical advisors (public officials previously trained by the ILO) from States that can share successful experiences, who would go to other countries in fragile situations to provide advice and training.
4. The organization of F2F dedicated training events and, eventually, visits to other relevant F2F partner governments (study tours) for decision makers, public officials and representatives of social partners of the countries involved.
5. The publishing (re-publishing) and diffusion of ILO manuals, guidelines and other information material that is relevant to interested parties as a guide to future F2F Cooperation planning and operations.
6. The support – where necessary – to the collection and analysis of essential national labour statistics and detailed research on labour market information for each of the countries involved in F2F Cooperation. This is considered an essential factor and the entry-point that will allow decision-makers involved in F2F cooperation to choose the best policy options, to grasp the scale of the challenge and to improve planning and projections.
7. Creating a wide F2F network of countries, social partners and civil society organizations.

ANNEX I

Role of the SSE in Fragile States and Fragile-to-Fragile Cooperation: Article written for a compilation of SSE and SSTC articles presented in the 2015 SSE Academy²¹

In 2010 a group of fragile and conflict-affected countries, brought together in Dili, Timor Leste, established the “g7+” to share experiences and to advocate reforms of the international community’s engagement in conflict-affected States. The main goal of g7+ is to promote peace and state building and to provide a platform for countries in fragile situations to come together to discuss their shared development challenges and advocate for better international policies to address their needs.²²

The term “fragile situation” describes a delicate or extremely vulnerable context that has a profound effect on the social and economic development of a country. Fragile situations have become a topic of increasing importance for the international community. Development partners review their policies to ensure aid effectiveness in countries with fragile institutions, governments from the South are in search of innovative solidarity mechanisms to assist fragile partners, and agencies within the UN system realign their institutional arrangements to provide better technical

²¹ by Schwettmann, Jürgen & Fakhri-Kairouz, Charbel.

²² Antonio Cruciani: Fragile-to-Fragile cooperation and Decent Work: an ILO perspective. 2015.

assistance in environments where fragility and uncertainty challenge effective planning and programming.²³

Fragile States can be defined as “those where the government cannot or will not deliver core functions to the majority of its people, including the poor”.²⁴ In fragile States, “state policies and institutions are weak, making them vulnerable in their capacity to deliver services to their citizens, to control corruption, or to provide for sufficient voice and accountability. They face risks of conflict and political instability”.²⁵ In 2014, 48 countries were classified as fragile States according to a combined list prepared by the Asian Development Bank, the African Development Bank, the OECD and the World Bank. Some 1.25 billion people live in countries affected by fragility, conflict and violence. Fragile States have higher poverty rates, lower growth rates, and weaker human development indicators than other low-income countries. They are the least likely to achieve the Millennium Development Goals, and their problems may have a destabilizing effect on neighbouring countries.²⁶

As for the ILO, “its constituents envisage to further expand their support of socio-economic development in States in fragile situations by developing its contribution to the new Fragile-to-Fragile (F2F) technical cooperation strategy through interagency and through South-South and Triangular cooperation (SSTC) mechanisms. The objectives and practices of SSTC are aligned with the principles of national ownership and self-assessment of F2F cooperation mechanisms. These countries experience similar situations and face similar challenges. The potential for South-South Cooperation increases as countries with similar contexts develop solutions to cope with current difficulties. Through peer sharing and lessons learned, their successes and failures inform a new and better understanding of their own conditions and necessary steps for transition.”²⁷

²³ Julian Schweitzer, ILO Policy Brief, “International Cooperation in Fragile Situations: Concepts, Trends, Perspectives & ILO Actions”. Fragile States Disaster Response Group (DEVINVEST) & Emerging and Special Partnerships Unit (PARDEV). Geneva, April 2014.

²⁴ Department for International Development, United Kingdom.

²⁵ World Bank.

²⁶ Jürgen Schwettman. Presentation to the SSEA 2015: The Social and Solidarity Economy in Fragile States. Johannesburg 2015.

²⁷ Antonio Cruciani: Fragile-to-Fragile cooperation and Decent Work: an ILO perspective. 2015.

During the fifth Social Solidarity Economy Academy, 2015, held in Johannesburg (South Africa), a session on the role of SSE in fragile States was organized with participants from 10 sub-Saharan African countries: Central African Republic, Côte d'Ivoire, Guinea, Guinea Bissau, Liberia, Madagascar, Mali, São Tome and Príncipe, Somalia, and Togo. Participants gave an overview of stability factors in their own countries, the development of SSE in the institutional, legal and social framework, and how the F2F cooperation modality could be used to promote SSE. The following is a brief summary.

Political, social and economic context

Africa is undergoing long-term instability characterized by recurrent “coups d'état”, and chronic political and constitutional changes. The lack of a realistic vision on development based on social concerns, the high level of corruption, and the weak economic growth, lack of jobs, and the absence of social protection systems are the main factors of instability and fragility of the last few decades. Most sub-Saharan African States in fragile situations have been in political and military conflict for some time. This has resulted in the lack of a common vision and effective regional agenda for development. On the contrary, it has weakened national systems and structures that might otherwise have contributed to poverty alleviation and social inclusion.

Average economic growth is too weak to attain any real degree of development in such countries. The poverty rate in most of those countries is more than 50% of the total population, and the unemployment rate is high. Only an extremely small percentage of people are protected by any system of social protection. The Ebola crisis has deeply affected some West African countries, threatening them with economic collapse.

Strategies developed

As an answer to the deep situation of fragility, governments are seeking efficient strategies to overcome instability and fragility and lead to sustainable development. Most of the strategies are focused on the reform and modernization of administration, on social justice and peace,

and on macroeconomic management and the reform of public finance. Some government programmes have promoted significant local development, decentralization and citizen participation.

For example, the strategic Plan Terra Ranka (2015),²⁸ presented at the Brussels Round Table in April 2014, allows Guinea-Bissau to strengthen peace and governance processes as the starting point for establishing authentically republican institutions, including the armed forces, in the long term, and for endowing the administration with the capacity to lead the in-depth transformation of the country. Civil society organizations are called on to participate in this transformation, helping construct new paradigms of development.

In Madagascar a National Development Plan²⁹ was created on the basis of a national development strategy for the purpose of implementing structural adjustment. The plan includes areas such as governance, law, security, decentralization, democracy and national solidarity. It also aims at preserving macroeconomic stability by supporting development, inclusive growth and human and natural capital.

In Guinea³⁰ all political and social sectors have been mobilizing to support and improve the means of eliminating the Ebola virus throughout the country. The UN Mission for Emergency Response to Ebola organized a meeting with political parties, religious leaders, civil society, trade unions and the private sector with the aim of broadening consensus among political parties on Ebola.

In the Central African Republic³¹ a national forum was conducted to promote the peace process and national reconciliation. In Liberia³² a programme called Agenda for Transformation (AfT) has been created with

²⁸ Alfredo Handem: "The Social and Solidarity Economy and Fragile State". Guinea Bissau. SSEA 2015. Johannesburg 2015.

²⁹ Bobomala Ramarimbahoaka EP Rarijason: Elective on "The Social and Solidarity Economy and Fragile State". Madagascar. SSEA 2015. Johannesburg 2015.

³⁰ Asmou Bah: Elective on "The Social and Solidarity Economy and Fragile State". Guinea. SSEA 2015. Johannesburg 2015.

³¹ Augustine Ouenzou: Elective on "The Social and Solidarity Economy and Fragile State". Central African Republic. SSEA 2015. Johannesburg 2015.

³² Emmet Manley Crayton: Elective on "The Social and Solidarity Economy and Fragile State". Liberia. SSEA 2015. Johannesburg 2015.

the aim of developing capacity building. In Mali³³ two new ministries were created: the Ministries of Solidarity and National Reconciliation. In Somalia,³⁴ despite the serious problems that the country is facing, the Somali Ministry of Labour and Social Affairs (MOLSA) has signed an MOU with UNDP and development partners for youth employment programmes.

Social and Solidarity Economy in Fragile States

The role of SSE in fragile States is of the utmost importance. The three components of SSE together address the roots of poverty in Africa. Cooperatives, associations and mutual societies are important employment sources in most sub-Saharan countries. Despite the fact that an important part of the economy of most Sub-Saharan African countries is based on SSE, cooperatives are still little developed and mutual organizations are only visible in microfinance.

SSE components have diversified their activities. In rural areas, the main objective is to increase rural productivity. In this context SSE organizations in rural areas focus on the structuring of farmers' organizations, support for access to productive resources such as credit, access to land, production inputs, and improvement of production techniques and access to the markets and to information systems. In urban areas, SSE organizations develop several programmes, including structuring and supporting the development of trade unions, and capacity building of informal economic actors to facilitate their gradual transition to the formal economy.

Mali shows an interesting SSE profile.³⁵ Some 27,878 cooperatives, 201 mutual societies, 125 social finance institutions and more than 8500 associations have been registered so far. The National Federation of Association of Community Health and the National Federation of Artisans are cooperating in the development of SSE.

³³ Sissi Odile Dakouo Kone: Elective on "The Social and Solidarity Economy and Fragile State". Mali. SSEA 2015. Johannesburg 2015.

³⁴ Mohammed Adde Mukhtar: Elective on "The Social and Solidarity Economy and Fragile State". Somalia. SSEA 2015. Johannesburg 2015.

³⁵ Sissi Odile Dakouo Kone: Elective on "The Social and Solidarity Economy and Fragile State". Mali. SSEA 2015. Johannesburg 2015.

In Guinea,³⁶ which created a network for Social and Solidarity Economy, the SSE components represent 45% of GDP and 50% of new jobs. In Madagascar³⁷ some 28% of people are benefiting from microfinance. In Togo³⁸ some 307 cooperatives have been created, but 129 are not registered and 29 are technically illegal.

As for regulations governing the SSE, laws on cooperatives, microfinance, associations and NGOs exist in most of African countries. However Africa is lacking support policies facilitating their development. In fact, only a few initiatives supported by development partners and private initiatives are pushing forward the development of SSE. Most of the regulations aim at restructuring the development of cooperatives, mutual organizations and associations as well as improving strategies to reduce poverty and create jobs.

Potential for F2F cooperation

All African countries have great potential for developing Fragile-to-Fragile (F2F) cooperation programmes. Some African countries have undertaken cooperation programmes with their peers through international organizations such as the CPLP. Guinea Bissau³⁹ has considerably profited from the support of Timor Leste through the CPLP, particularly for logistics, census and development of cartography during the 2014 elections.

Yet, the intentions of governments for moving deeper through F2F cooperation are rampant. Hence, the support of the ILO's, g7+ and the international community in describing the notion of F2F cooperation is crucial for most of the countries with fragile situations.

During the ILO, g7+, KAS workshop, "Jobs for peace and resilience in the Framework of F2F Cooperation", which took place in Brussels 2015, participants recognized the fundamental importance of peace and resil-

³⁶ Asmou Bah: Elective on "The Social and Solidarity Economy and Fragile State". Guinea. SSEA 2015. Johannesburg 2015.

³⁷ Bobomala Ramarimbahoaka EP Rarijason: Elective on "The Social and Solidarity Economy and Fragile State". Madagascar. SSEA 2015. Johannesburg 2015.

³⁸ Robert Gozo: Elective on "The Social and Solidarity Economy and Fragile State". Togo. SSEA 2015. Johannesburg 2015.

³⁹ Alfredo Handem: Elective on "The Social and Solidarity Economy and Fragile State". Guinea Bissau. SSEA 2015. Johannesburg 2015.

ience, and the potential of Fragile-to-Fragile cooperation modality to help countries in fragile situations for progress by learning from each other. Job creation in fragile countries requires an approach that takes fragility into account. Hence it is necessary to develop tailor-made strategies, focused on groups that have the potential to drive conflict: young people in difficult situations, marginalised groups, ex-combatants and IDPs and build better labour market data to support better decision making.

During the F2F elective session of the SSEA 2015, participants gave an overview of interesting initiatives and projects aimed at developing SSE components at a national level. Some of these projects can be replicable in other countries with similar socio-economic and political contexts. One of the replicable projects is the “Ghatenkar Ghaba na Ubom” initiative, which is being launched in Guinea Bissau.⁴⁰ It is composed by 300 members, mostly women, who have been producing vegetables since 2000 in the periphery of Bissau and are responsible for a big part of vegetables sold in the market in Bissau. The revenues allow certain women to finance the studies of their children. At the same time, a system of solidarity credit has been added to the initiative through an extra project launched by 30 women. In this extra project, the funds are collected with the sale of vegetables. Each of the 30 women collaborates with 10 USD a week, which totalizes 300 USD a week. This amount is given to one woman per week through rotations. The mode of functioning of this system is crucial for both governance and social responsibility, since it allows women to have access to supplementary funding and the power to invest in health and education. Thanks to this system, thousands of women survive from extreme poverty.

Another project that can be reproduced in other countries with fragile situation is the RA – Red Ajuda⁴¹ (Aid Network), in Guinea Bissau as well. Created in the 1990’s, this network is involved in community development and revenue generating activities aimed at reinforcing social cohesion and combat poverty in rural areas. One of the most relevant

⁴⁰ Alfredo Handem: Elective on “The Social and Solidarity Economy and Fragile State”. Guinea Bissau. SSEA 2015. Johannesburg 2015.

⁴¹ Alfredo Handem: Elective on “The Social and Solidarity Economy and Fragile State”. Guinea Bissau. SSEA 2015. Johannesburg 2015.

initiatives of RA was the construction of a local market accommodating, at the time, more than 3000 persons, especially women, who have found an ideal space not only to commercialize their agricultural products but also to socialize commercial exchange and share knowledge and promote small technologies.

In Madagascar, some Solidarity related projects are worth being replicable in other fragile African countries. In Kankan⁴², for instance, 5 groups of 60 members benefiting from financial support have gathered together to share experience for the purpose of standardizing the practices for the production of shea nuts and derivatives by creating a network. This project resulted in the reinforcement of the skills of shea nut producing women to produce a range of products made from shea nut butter, thus diversifying women’s economic activities and increasing their revenues.

Summary of the contribution of experts to the “elective” on Fragile-to-Fragile Cooperation⁴³ (country by country)

Countries	Factors of Stability and Fragility	Strategies developed to overcome fragility	Environment of Social and Solidarity Economy	F2F practicality to promote SSE
Central African Republic	Presence of destabilizing militias, generalized insecurity, bad political governance, high unemployment rate.	National forum (11 May 2015) for Peace process and national reconciliation.	107 NGOs registered (cooperatives, associations and mutual societies).	Important for the promotion of good practices and social peace.

⁴² Bobomala Ramarimbahoaka EP Rarijason: Elective on “The Social and Solidarity Economy and Fragile State”. Madagascar. SSEA 2015. Johannesburg 2015.

⁴³ ILO Academy on Social and Solidarity Economy: 27–31 July, Johannesburg, South Africa.

Countries	Factors of Stability and Fragility	Strategies developed to overcome fragility	Environment of Social and Solidarity Economy	F2F practicality to promote SSE
Côte d'Ivoire	Political and Social instability, high rate of poverty. Overwhelming informal economy (90% of the economy).	New institutional framework to promote national reconciliation. Launch of programmes for the rehabilitation of basic social services.	Côte d'Ivoire's Agency for the Regulation of Social Mutuality and Côte d'Ivoire's Agency for Deposit Insurance. General Mutual Society of Côte d'Ivoire's Government Officer.	Contribution possible but limited because of fragility of the cooperating states.
Democratic Republic of São Tomé and Príncipe	High poverty level (66.2%), low economic growth, high rate of unemployment.	National Strategy for Poverty reduction. National Strategy for Social Protection.	The Ministry of Employment and Social Affairs is responsible for the SSE.	No F2F cooperation programme yet. STP adhered G7+ last year.
Guinea	Resurgence of socio-political tensions, high unemployment, high public debt, EBOLA.	Mobilisation and consensus to combat l'EBOLA.	SSE components represent 45% of the GDP and 50% of the creation of new jobs Guinea's SSE network.	Social Peace is needed.
Guinea-Bissau	Two decades of political instability. No common vision and effective agenda of development.	Terra ranks 2015 (action framework to strengthening peace and governance process).	Bandim's Association of Retailers. Divutec (ONG specialized in microcredit).	Substantial cooperation through CPLP.

Countries	Factors of Stability and Fragility	Strategies developed to overcome fragility	Environment of Social and Solidarity Economy	F2F practicality to promote SSE
Guinea-Bissau (continued)		Civil societies for water supply, community school, wealth care, food supply and protection of human rights.	Ghatenkar Ghaba na Uborn (responsible for the production of the considerable rate of vegetables in the market). RA – Rede Ajuda (women empowerment and rural development).	Financial and Technical Support from Angola and Cape Verde in the election processes. Possible F2F cooperation through CEDEAO.
Liberia	High poverty (48% of Liberia's people), deficient community related education, difficult access to basic facilities, frequent presence of disease.	Agenda for Transformation (AfT) focused on capacity building.	Liberian Chamber of commerce. Liberian Business associations.	Through Decent Country Work Programme.
Madagascar	Recurrent political changes, society project, weak economic growth.	National Plan for Development based on 5 axes: Governance, preservation of macroeconomic stability, growth, human capital and natural capital.	Associations and NGO's are important source of employment (1,5 million formal jobs). 28% of Madagascans benefit from microfinance.	Through mobilization of resources and the exchange of good practices.

Countries	Factors of Stability and Fragility	Strategies developed to overcome fragility	Environment of Social and Solidarity Economy	F2F practicality to promote SSE
Mali	Institutional Crisis, weak education system, high unemployment rate, structural problems.	Creation of Ministries: the one for Solidarity and the other of National reconciliation. Launch of projects in harmony with the goals of UN Post Agenda 2015.	26878 registered cooperatives. 201 mutual societies. 125 social finance institutions. More than 8500 associations. National Federation of the Associations of Community Health. National Federation of Artisans.	Cadre Commun sur les Filets Sociaux Saisonniers (CCFS), Regional Directorate for Social Protection and Solidarity Economy (DRDSES).
Somalia	No efficient Government, Consequences of the civil war, drought , poor infrastructure.	the Somali Ministry of Labour and Social Affairs (MOLSA) has signed a MOU with UNDP and development partners for youth employment related programmes.	MOLSA is planning to conduct a survey aimed to determine the number of cooperatives and their economic impact.	Crucial to avoid political and social conflicts.

Countries	Factors of Stability and Fragility	Strategies developed to overcome fragility	Environment of Social and Solidarity Economy	F2F practicality to promote SSE
Togo	Social conflicts, control of resource by a minority, insecurity, weak national consensus, weak social cohesion, weak state,	Mechanism for Dialogue and National Reconciliation, social protection, and institutional and constitutional reforms,	307 cooperatives (from which 129 are not registered and 29 are illegal), 31 mutual societies; 4506 associations,	Some South-South cooperation programmes of neighbour countries (PGS, OHADA, ETI).

Conclusion

The ILO is convinced that the principle of social solidarity is of paramount importance to the economic development of countries characterized as fragile. Furthermore, a peaceful environment is a condition for development to be sustainable. Africa has considerable economic, demographic and social potential for improvement. However, permanent regional conflicts, unstable governments and social inequality prevent the African continent from moving forward towards development. In this context, fragile-to-fragile cooperation is an important mechanism to promote both the Social and Solidarity Economy and peace initiatives. SSE allows for the facilitation of self-help and mutual assistance, which provide essential services the State is no longer able to guarantee. Even in countries that deliver essential services, SSE organizations can be a useful means for the sustainability of such delivery.

Some countries in Africa have experienced considerable progress in the last decade thanks to South-South and triangular cooperation (SSTC) initiatives. The Community of Portuguese Speaking Countries (CPLP) is an important example of valuable cooperation by means of development-oriented initiatives, which have built long-lasting connections and mutual support for its members. At the national level, some African governments have made considerable efforts to transform the legal, political and economic structure and adapt it to the Social and Solidarity Economy

model, thus moving forward in overcoming fragility. In Rwanda, for instance, the SSE has played a major role in the promotion of development and the reduction of fragility.

Such SSTC based initiatives, as well as those undertaken at the national and local levels, can be implemented through Fragile-to-Fragile cooperation mechanisms. Fragile-to-fragile is, therefore, a harmonizing approach both within and parallel to SSTC in the process of building a regional economy based on solidarity and social values.

South-South and triangular cooperation (SSTC) aims to provide an innovative response to global challenges that is well adapted to the needs and development policies of the partner countries in fragile situations. The objectives and practices of SSTC are aligned with the principles of national ownership and self-assessment of “Fragile-to-Fragile” cooperation mechanisms as outlined in the Dili Consensus of the g7+. The ILO and the g7+ signed a cooperation agreement in 2014 that highlights the need for cooperation between countries of the South, also in situations of “fragility”.



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