

**A FRAMEWORK
FOR ILO POLICY
AND ACTION IN THE
CONFLICT-AFFECTED
CONTEXT**



Training and Employment Promotion
for Sustainable Peace

Training Policies and Systems Branch
International Labour Office, Geneva
1999

ILO Action Programme on Skills and Entrepreneurship Training for
Countries Emerging from Armed Conflict

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*A Framework for ILO Policy and Action in the Conflict-affected Context:
Training and Employment Promotion for Sustainable Peace*

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Executive Summary

ILO needs a policy framework to guide and reinforce its action and that of its constituents in conflict-affected contexts. An alarming upsurge in the number of armed conflicts characterises the world today. These conflicts, which are mostly civil, and their extensive social, economic, physical, political and human destruction constitute a major challenge to development and ILO's concerns. Tackling the immense task of reconstruction, reintegration of large numbers of ex-combatants, the internally displaced, returning refugees, women, disabled persons, children, youth and other conflict-affected groups and of promotion of sustainable peace is a mammoth and complex undertaking. It calls for innovative strategies; involving community and national level actors, regional and international bodies; and forging strategic partnerships between them. Skills training and employment promotion, which fall within ILO's mandate, are critical elements in the required processes to rebuild livelihoods, communities, physical infrastructures and socio-economic life. Moreover, they contribute to social healing, reconciliation and long-term peace. ILO's role in this context is thus crucial and needs a comprehensive and visible policy framework for it.

The Organization has a comparative advantage in the conflict-affected context and an imperative responsibility to undertake work in this area. This stems, inter alia, from: its origins at the end of the First World War; the adoption of Recommendation No. 71 concerning Employment Organization in the Transition from War to Peace, and also Recommendation Nos. 68, 72 and 73 concerning Social Security (Armed Forces), Employment Service and Public Works (National Planning) 1944, by the International Labour Conference at the end of the Second World War; the Organization's mandate; as well as the experiences and contributions of the Organization's tripartite members in this area. The ILO, however, has yet to realize its full potential role in the conflict-affected context. The international labour standards on the issue, adopted more than 53 years' ago, do not reflect the changed nature

and current reality of civil armed conflicts. They are, therefore, inadequate for providing up-to-date guidance to governments, employers and workers in grappling with the immense demands presented by current conflict-affected crises. While the Organization has in recent years embarked on some short-term technical assistance activities in several of its affected member states, these activities pale against the magnitude and urgency of the problem. Some innovative approaches have been adopted, but more are required in a context plagued, for example, by weak institutional capacity of the relevant labour-related structures, distrust among people, high levels of psychological trauma, extensive population and other changes and distortion of existing data bases. The Organization's role so far has been constrained by the absence of a clear-cut policy framework to underpin coherent and effective action.

The insights gathered by the ILO in recent years, especially from its Action Programme on Skills and Entrepreneurship Training for Countries Emerging from Armed Conflict, emphatically point to the urgent need for such a policy to spell out the Organization's specific roles as well as those of its constituents in this context. This policy framework should provide conceptual clarity and direction in order to facilitate the Organization's timely response. It should delineate the range of factors and issues to be considered in preparing such response. It should provide an overarching frame of reference and scope for engaging ILO's full competence, for promoting the Organization's institutional capacity in this field and for marshalling the contributions of its various technical and other departments in an integrated manner to tackle the multifaceted needs. It should provide guidance on the strategic partnerships needed to be developed between the Organization, its tripartite constituents, other relevant civil actors as well as other bodies. Such a policy framework will contribute greatly to enhancing ILO's role and action in this field. It will herald the Organization's commitment to tackling the grave plight of the conflict-affected member states. Finally, it will augment the Organization's relevance in the current turbulent world.

The adoption of a policy on the conflict-affected context by the Organization must be accompanied by operational support and a major programme of technical assistance to ensure its effective implementation. Such a measure will further add credibility to ILO's pertinence in this area.

The document that follows is divided into two parts. Part I provides the arguments and the elements for a possible policy framework by the ILO for effective action in the conflict-affected context. Part II reflects the succinct draft policy statement adopted by the Interregional Tripartite ILO Seminar on the subject in November 1997.

Part I:

Towards a Framework for ILO's Policy and Action in the Conflict-Affected Context: Training and Employment Promotion for Sustainable Peace

I. Introduction

1. This paper is intended to elaborate a framework for an ILO policy that informs member states, the social partners and other relevant stakeholders about ILO's role in peace-building; in the reintegration of conflict-affected groups; and in the reconstruction of the conflict-affected countries. The framework takes into account: the major challenge of armed conflicts and the devastation they produce in the current world; ILO's historical role and other elements of the Organization's comparative advantage in the conflict and post-conflict context; and the Organization's present activities in this area. It builds on lessons from diverse ILO and other technical assistance work in some of the affected countries and on insights gained from investigations carried out by the ILO Action Programme on Skills and Entrepreneurship Training for Countries Emerging from Armed Conflict (1996-97) and from earlier research work on ex-combatants. It indicates how to strengthen ILO's role in this context and in conflict prevention. It identifies areas and approaches for an effective ILO response and the potential roles of its constituents. It points to the need for ILO's partnerships with other relevant bodies also operating in the conflict-affected areas. Finally, it highlights the implications of this policy framework in terms of the needed resources and operational support. Such a policy framework and the support for its implementation are indispensable to the ILO's potent action in the current conflict-ridden world.

2. Just as developments during the Second World War called for serious discussion in the International Labour Conference, the Governing Body and the Office to review the issue of post-conflict reintegration and reconstruction and ILO's role in this sphere, so the current exponential growth in conflicts around the world should receive a similar response and other reactions in order to enhance ILO's role and relevance in this field.

II. The problem and justification for ILO Policy on the conflict-affected context²

3. Armed conflicts constitute a major feature of the current global environment. In 1994 alone, there were 45 open conflicts in different regions. Currently, about a third of ILO's member states are in conflict, emerging from conflict, re-entering into conflict or affected by conflict in a neighbouring country. This alarming rate of conflicts around the world, their nature and grave impact threaten development and jeopardise ILO's concerns: employment promotion, poverty alleviation, elimination of social, economic and gender inequities, promotion of democracy, protection of workers' rights and observance of international labour standards. Such conflicts and their impact, therefore, require serious reflection in current development and other strategies in order to make post-conflict rebuilding and the reintegration process just as important as conflict prevention, resolution and peace negotiation to ensure long-term peace. They demand an urgent response at the national, regional and international levels. Increasingly, therefore, the issue of post-conflict reconstruction has become an integral part of the work of development and other agencies to contribute to mitigate the impact of the crisis and to rebuild livelihoods of the war-affected people. Such a contribution is part of these bodies' needed adaptation in order to enhance their pertinence to the changing global environment in which they operate.

² Details and figures are kept to a minimum in this paper to shorten the length. Such information can be obtained from the Action Programmes's documents and other existing ILO materials listed in Annex 1.

³ Examples are Afghanistan, Albania, Algeria, Angola, Armenia, Azerbaijan, Bosnia and Herzegovina, Burundi, Cambodia, Chad, Congo Brazzaville, Croatia, Democratic Republic of Congo (former Zaire), Djibouti, El Salvador, Eritrea, Ethiopia, Georgia, Guatemala, Haiti, Iraq, Iran, Israel, North and South Korea, Kuwait, Lebanon, Liberia, Mali, Mexico, Mozambique, Myanmar, Nicaragua, Palestine, Pakistan, Papua New Guinea, Phillipines, Rwanda, Sierra Leone, Somalia, Sri Lanka, Sudan, Tajikistan, Uganda, Vietnam and Yemen and the areas of Northern Ireland in the United Kingdom and Chechenya in the Russian Federation.

4. Full understanding of the nature, origins and impact of current armed conflicts is necessary if they are to be taken into account in the strategies formulated for reintegration, peace building and reconstruction to avoid refuelling the conflict. Although there are some inter-country conflicts, most violent conflicts in recent decades have taken place within - rather than between -states. Some are country-wide and others localized in specific part/parts of a country. Their origins, often multifaceted, range from ethnic and economic inequities, social exclusion of segments of the population, social injustice, competition for scarce resources, poverty, lack of democracy, ideological issues to religious differences and political tensions. The end of the Cold War contributed to the re-emergence of ethnic hostilities that have led to a number of civil wars, such as in Eastern and Central Europe. Many current wars are of very long duration, such as 35 years in Guatemala, 30+ in the Phillippines and 17 years in Mozambique. Some countries tend to shift from conflict to post-conflict and back again. This casts doubt on the usage of the concept “post-conflict” and supports the more embracing concept of “conflict-affected”. Armed conflicts are also no longer waged exclusively by professional armies in formal battle fields with codes of conduct that include, for example, protection of women, children and other civilians. They, therefore, permeate every aspect of society and are characterized by the active involvement of civilians (including young people who carry and make use of arms) and the deliberate targeting of civilians as in ethnic cleansing and mass rape of women.

5. Changes in the technology of conflicts have also had repercussions on how such conflicts are conducted and affect ability to conduct economic and other activities after the conflict has ended. An example is the increased use of anti-personnel mines, scatter bombs and other chemical defoliants. It is estimated that there are as many as 110 million anti-personnel mines scattered in more than 70 countries torn by war in recent decades. Over one million people have been killed or maimed over the last 20 years by land mines. A landmine claims one victim every 22 minutes. In this light, the current efforts which have resulted in the adoption, on 3rd of December 1997, by 120 countries of a treaty that

bans production, use and stocking-piling of anti-personel landmines should be perceived as a major positive development for mankind in preventing further landmines' use. Afghanistan, Angola, Cambodia, Croatia, Bosnia and Herzegovina and Mozambique are among the most land-mined countries. Unlike the past, landmines are increasingly difficult to detect as their exact locations are often not recorded. These landmines continue to maim and kill people long after the cessation of conflict and also impede people's capacity to be mobile and to resume their agricultural and other economic activities. The utilization of anti human rights practices has also become widespread, including some gender-specific violence, forced and child labour (particularly for combat) and arbitrary arrests.

6. The above nature of current conflicts, thus, produces wide-ranging consequences, affecting every facet of society: lives and livelihoods, families, communities and economic, social, educational, political, legal, institutional and physical structures, cohesion and political participation of the different population groups, security and development. Large numbers of civilians are displaced internally or externally as refugees and have to be reintegrated together with other war-affected population groups and demobilized combatants after conflict. Migration flows increase. Other major demographic changes occur including transformations in household composition, dependency ratios, and an increase in the number of female headed households. Schools, hospitals and bridges are often targeted for destruction. Social services and the general operations of public services are severely curtailed. Conflict leaves such scars as psychological traumas, weakened community support and social networks and increased physical disability. Social institutions, including those that are labour-related, trade unions and employers' organizations as well as governmental structures are considerably weakened in capacity, resources, members and services they provide. Increased violations of freedom association in conflict-affected member states have been examined in recent sessions of the ILO Committee on Freedom of Association. National authorities sometimes declare "states of emergency" in the conflict-affected context to curtail workers' freedom of association. The labour market is severely affected

and opportunities for training provision are disrupted. The country's economic output, exports, foreign exchange resources, raw materials, transportation, labour market conditions and general viability are severely compromised. Levels of unemployment and underemployment soar. For example, the unemployment level in Angola is estimated to be as high as 40-50% after the war. In Bosnia, 45% of industrial and mining enterprises were destroyed during the war, nearly halving the 450, 000 labour force in this sector.

7. There is considerable deterioration in the quality of life and an increase in poverty. Women, the disabled, children and youth tend to suffer disproportionately more than other population groups both during and in the aftermath of war. Protracted conflict has also been observed to produce a culture of violence, potentially fostering tolerance of violence in the general society. The impact of civil conflicts has not always been confined to the actual country involved but has spilled over into neighbouring countries and even into the sub-region. Such was the impact of the war in Rwanda on the Great Lakes region in Africa and, likewise, the war in former Yugoslavia on the subregion around it.

8. The needs to be met after conflict are, therefore, numerous and complex and they differ in quality and quantity from those of the “normal” society. There is considerable doubt as to the extent to which all these needs are adequately covered in the political negotiation processes of peace accords⁴ and even whether these accords can provide an appropriate framework for their tackling. Therefore, the conclusion of peace accords, whilst essential, cannot alone bring about long-term peace. Serious efforts must accompany the accords to address the above material and human destruction ; to improve upon the welfare of the people and their effective reintegration into civil life; and to enhance social inclusiveness and the promotion of democratic processes and non-discrimination which are also critical to peace building. **The promotion of sustainable peace, therefore, inevitably requires action on**

⁴ *The peace agreements often have two components - the political settlement between rival groups; and the economic settlement which often consists of a package of economic reform.*

employment promotion⁵, human resources development, promotion of equality and also on a number of other areas where ILO has a comparative advantage. The ILO, therefore, has a critical role to play and needs an authoritative policy to guide its action in this area.

9. ILO requires a clear and visible policy on conflict-affected countries in order to demonstrate unequivocally its commitment to this major and urgent concern of the present day and to mobilize its capacity, readiness and means to respond to these challenges. This policy should further articulate clearly ILO's specific roles here. It should define the appropriate strategies the Organization should adopt in the conflict-affected context, the roles of its tripartite constituents and needed partnerships with other actors operating in this area. It should provide a broad-based framework that is flexible and adaptable to the different conflict situations. **The policy framework is a necessary component of the enabling environment for effective ILO involvement and proactive action in the conflict and post-conflict contexts.**

10. The Organization's lack of a recognizable policy framework, which adequately responds to the nature of current conflicts, the needs of conflict-affected countries and groups and the emerging challenges in this sphere, hampers ILO's potential and resolve to respond coherently to the needs of concerned member States and to mobilize resources for this work. The absence of such a policy also limits ILO's capacity to play its expected role effectively within the current UN system-wide efforts and strategic framework for post-conflict reconstruction and for promoting sustainable peace. Furthermore, it impedes the visibility of the Organization's relevance, capacity and political significance in tackling the needs of the conflict-affected context and constrains the marketing of ILO's activities and contributions in this area.

11. Such a policy will assist the Organization's staff in the field, at headquarters and on projects by clarifying operational modalities for ILO's work in the conflict-affected countries and by providing conceptual guidance to facilitate their appropriate and timely response to the

⁵ *The value of work transcends its economic rewards. It provides people with a sense of purpose, dignity, identity and belonging which are vital for peace-building.*

critical needs and emerging challenges of these contexts. It will provide an overarching framework and scope for engaging ILO's full competence in several of the areas under ILO's mandate which are also critical for reinforcing peace building and development in the aftermath of conflict. It is not a prescription for a uniform standard response but delineates the range of factors and issues to be considered to respond effectively to the urgent needs and peculiarities of the post-conflict society. It is geared to promoting a comprehensive institutional capacity and response in this field.

III. Key Concepts

12. Operational clarity in use of the key concepts in the conflict field is necessary in order to avoid confusion and to facilitate planning and action. Providing such clear operational definitions will further promote harmonization of their use throughout the Organization. Among the key concepts are reintegration, reconstruction, peace building, demobilization, ex-combatants, conflict-affected groups and the emergency/relief, rehabilitation and development phases.

13. Reintegration:

Re-absorption of the conflict-affected groups into civil life. Reintegration is a comprehensive process for the individual and the whole society. It takes place within the framework of the reconstruction of the country and the (re)building of national unity. For the conflict-affected people, reintegration might start with the end of the armed conflict. Their reintegration might develop in a more structured and systematic way with a peace accord, the repatriation of refugees and displaced people as well as with reconstruction and rehabilitation plans. The orientation of both individuals and society tends to focus on medium and long-term planning and not only on daily survival. This orientation is for life in peace and for permanent settlement in a community with secure means of livelihood rather than dependence on food aid. Conflict-affected people have to reintegrate themselves into society. The role of other bodies is to assist this process. The displaced and demobilized combatants need reintegration. Other conflict-affected communities, who have not been displaced may help to reintegrate others. The reintegration is often into a system which is itself changing. Reintegration programmes can include such components as food aid, cash compensation, targeted training programmes, income-generation and access to land as well as the rebuilding of institutional capacities to enhance the potential for economic and social integration of the conflict-affected populations.

Reconstruction:

Rebuilding the social fabric and economic, physical and political structures and institutions after conflict. It should not necessarily imply a return to the pre-conflict situation since that very situation may have triggered the conflict. Reconstruction efforts should also aim at bringing about a mentality change towards greater tolerance and equality in society.

Peace building:

“ Action to identify and support structures which will tend to strengthen and solidify peace in order to avoid a relapse into conflict” and “ the construction of a new environment” that prevents recurrence of violent conflict (UN Secretary-General’s Agenda for Peace, 1992). Promoting long-term peace is a complex process. It requires collective effort and the contribution of all the relevant actors of civil society. It should entail comprehensive action encompassing much more than a focus on combatants. It should include tackling the socio-economic and other concerns of ordinary people.

Demobilization:

Reorienting soldiers and other combatants from fighting to civilian life. This entails disarming and absorbing them into non-military employment and other activities.

Ex-combatants:

They consist of demobilized combatants not only from formal governmental army but also guerrilla forces and militias. The combatants do not include only men but also child soldiers and women. All these groups should feature in the profiles prepared on combatants and catered for in demobilization packages and programmes.

Conflict-affected groups:

These comprise not only refugees and those who were internally displaced by the conflict but also those who remain in their usual homes

during conflict. They include ex-combatants, disabled people, women, children, youth and the aged.

Emergency/relief, Rehabilitation and Development phases:

The assumption is often made that countries after conflict pass through three phases -emergency/relief, rehabilitation and development. The emergency phase covers the period following the immediate signing of the peace accord or partial cessation of hostilities, when the emphasis is on saving lives and, therefore, on provision of food aid, other handouts and relief programmes. In the rehabilitation phase, importance is given to rebuilding infrastructure, schools and other vital facilities. In the development phase, the emphasis is on elaborating the appropriate developmental policies for the country. It has now been found that the phases can co-exist and even overlap in a country. Recent insights have revealed the need in the conflict and post-conflict period to link relief and development. This entails sowing the seeds for rehabilitation and development even during the emergency/relief processes. The need to link relief and development also requires coordination of the activities of the various relief, rehabilitation and development inter-governmental agencies and NGOs to ensure that their activities in the country are mutually reinforcing. Such coordination in a context of weak governmental institutions in the post-conflict context is often problematic. This issue is currently being examined within the UN system, and the proposal made to have a UN system resident coordinator rather than a UNDP or humanitarian resident coordinator.

Working with local authorities in the conflict-affected context:

Governments are often weak in the immediate aftermath of conflict and may also not command wide scale legitimacy. Therefore, the concept of local authorities is operationally defined to include not only the government and the social partners but also community structures and relevant bodies from civil society.

IV. ILO's historical Role and comparative advantage in Post-Conflict Reconstruction

14. ILO's relevance in the reconstruction of conflict-affected countries and improvement of their people's material welfare is closely linked to the Organization's origins at the end of the First World War under the Treaty of Versailles (1919). This Treaty recognized that employment promotion was critical for building sustainable peace. The ILO's Constitution and Declaration of Philadelphia, 1944, also identified this role as an integral part of the Organization's mandate. The Preamble of the former specifically states that "universal and lasting peace can be established only if it is based upon social justice" and the latter reiterates this by stating that "experience has fully demonstrated....that lasting peace can be established only if it based on social justice".

15. During the Second World War, the International Labour Conference, especially at its 25th and 26th sessions in 1941 and 1944, reaffirmed ILO's role in post-conflict reconstruction. In convening the 26th Session of the International Labour Conference in 1941, the Governing Body, observed that:

"the stage had now been reached at which it was imperative that international consideration should be given to the social problems which arise during the last period of the war and after the close of hostilities, and that it was imperative that the International Labour Conference should be able to discuss these problems and to take decisions concerning them at the earliest possible moment."

It further noted that

"the beginning of concerted international action to deal with post-war problems had made it imperative that the International Labour Organization

should, without further delay, define its own future policy and programme and its general place in the process of post-war reconstruction...”

It, therefore, authorized the Office to submit proposals to the Conference for discussion.

16. An Office document, *The ILO and Reconstruction*, submitted to the 25th Session (1941) of the International Labour Conference, emphasized importance of social objectives in post-war reconstruction. It proposed that the ILO should be part of the international machinery for the planning of measures of reconstruction; that “the share of the task of reconstruction assigned to the Organization should be solemnly formulated in a social mandate.....The scale and rapidity of the economic and social changes which constitute the background of the problem of reconstruction have made it necessary to envisage the role of the International Labour Organization in a new perspective...” The relevance of the experience of organized labour and management was also recognized.

17. A resolution on post-war emergency, adopted by the Conference in 1941, pointed inter alia to the Organization's tripartite structure as making it “peculiarly fitted” to be involved in reconstruction work “in such a way as to minimize misunderstanding and unrest and to promote a stable and enduring peace”. **It called on the Governing Body to draw governments' attention to the desirability of associating the ILO with planning and application of measures of reconstruction and of requesting the ILO's representation in any peace and reconstruction conference following war.** Furthermore, the ILO should report on post-war reconstruction to subsequent sessions of the International Labour Conference “so that the ILO shall be in a position to give authoritative expression to the social objectives confided to it, in the rebuilding of a peaceful world upon the basis of improved labour standards, economic advancement and social security”⁶.

⁶ *All the above quotations etc are from the preface of Report 1, Future Policy, programme and status of the International Labour Organization, 26th of the International Labour Conference, Montreal 1944.*

18. The 26th Session of the International Labour Conference in 1944 examined the topic of organization of employment in the transition from war to peace. The Office paper on the subject⁷ emphasized: advance collection of information on labour supply, and labour demand and requirements in the post-war country; reintegration of demobilized soldiers into productive employment; the role of employment services in the transition from war to peace not only for gathering relevant information but also for bringing “available workers and available jobs together”; vocational guidance; training and retraining; geographic mobility in the labour force; employment of the youth whose education and employment conditions were adversely affected by the war; employment of women, in recognition of the fact that special action is necessary to ensure that women do in fact benefit from the training, retraining and other measures proposed for the organization of employment and that the principle of sex equality is observed; employment of disabled workers; planning of public works to absorb in a speedy manner discharged soldiers and other war-affected groups; and financial provisions - grants, unemployment insurance benefit or unemployment assistance.

19. Recommendation No 71 concerning Employment Organization in the Transition from War to Peace (1944) - as well as Recommendation No. 68 concerning Income Security and the Medical Care for Persons Discharged from Armed Forces and Assimilated Services and from War Employment, Recommendation No.72 concerning Employment Service and Recommendation No. 73 concerning the National Planning of Public works - , adopted by the 26th Session of the International Labour Conference on the basis of the above discussion, fully underscored the importance of employment in consolidating peace and the reintegration of the war-affected. The preamble of Recommendation No. 71 recognizes that “the character and magnitude of the employment adjustments required during the transition from war to peace will necessitate special action, more particularly for the purpose of facilitating the re-employment of demobilized members of the armed forces, discharged

⁷ ILO: *The Organization of Employment in the Transition from War to Peace, Report III, International Labour Conference, 1944.*

war workers, and all persons whose usual employment has been interrupted as a result of the war, enemy action, or resistance to the enemy or enemy-dominated authorities, by assisting the persons concerned to find without delay the most suitable employment". Governments should collect information on the labour force seeking work and on possible employment opportunities, plan the various national programmes in cooperation with employers and workers' organizations, and provide training and retraining programmes and vocational guidance. The Recommendation's other provisions cover some of the vulnerable groups in the conflict and post-conflict context, especially youth, women and disabled person.

20. Although a valid instrument for its time, this international labour standard is now little known even within ILO's structures. Furthermore, since the second world war, there has been considerable change in warfare, its impact and how the different population groups are involved in it. This raises the issue of the extent of relevance of Recommendation No. 71 to the present situation and the need for its possible revision to reflect the new reality of conflict and the problems to be addressed. This will also enhance its relevance to national policy and other action. This Recommendation and other relevant ones mentioned above were adopted by the International Labour Conference at a time when there was considerable confidence in the power of the state as the prime mover in development and employment. In the current context, however, the private sector is quite important and, therefore, more attention should be paid to mobilizing private sector initiatives and contributions to post-conflict reconstruction. Furthermore, all these Recommendations adopted in the aftermath of the Second World War are based on the assumption that the armed forces involved in conflict are formalized and centralized to allow for their orderly discharge with income security and medical care provisions (as proposed by Recommendation No. 68). This does not reflect the current situation in many cases. The standards also assume that what they try to regulate for a country emerging from armed conflict was already in existence before the war, such as a social security system (Recommendation No. 68), an employment service (Recommendation No. 72) and a national capacity

for the planning of public works (Recommendation No. 73). In many of the current conflict-affected developing countries, however, such facilities and capacities are (and also were before the conflict) not-established. The Recommendations do not reflect internal but interstate wars. They assume (especially in their preambles) that a stable peace will be in place after the conflict and the signing of a peace accord. However, current conflict-affected countries clearly demonstrate the instability of peace and even the difficulty of often determining when conflict has ended. Finally, these standards do not adequately reflect the fact that when people are employed and the principle of non-discrimination is observed, this itself can have a conflict-preventing impact. Thus, early warning systems that monitor the employment situation and the problem of social exclusion should also be incorporated into the ILO's conflict-related work. This should accompany possible revision of its standards on conflict, especially Recommendation No. 71

21. Currently, at the international level, substantial emphasis is being put on post-conflict recovery and rehabilitation and the need for a concerted response from the UN system which also links relief and development. This latter development is within the framework of the UN Secretary-General's Agenda for Peace and the recent adoption by the UN/ACC of proposals, by the UN Consultative Committee on Programme and Operational Questions (UNCCPOQ), for a strategic framework for post-conflict rehabilitation and reconstruction. ILO has a role to play in this system-wide effort, which can be facilitated by having an identifiable policy on the matter. This is especially important in a United Nations system in the throes of reorganization.

22. The International Labour Organization, with its mandate to promote employment, international labour standards and social justice, has undoubtedly a critical role to play in post-conflict reconstruction and development efforts of countries. Its comparative advantage stems from the following:

- its tripartite structure (consisting of governments and employers' and workers' organizations) which enables it to mobilize social dia-

logue and broad consensus between some of the important social partners to support the peace process and reconstruction efforts and to advocate the social responsibility of business and labour;

- n its international labour standards, including not only Recommendations Nos. 71, 68, 72 and 73, but also those on equality - such as Convention No 111 concerning Discrimination (Employment and Occupation), 1958 and Convention No. 169 concerning Indigenous and Tribal Peoples, 1989 - which provide a relevant framework to guide interventions in war-torn contexts, the peace process and also its concern with human rights;
- n its insights gathered from its current technical cooperation projects in some of the post-conflict countries such as in Angola, Bosnia and Herzegovina, Cambodia, El Salvador, Ethiopia, Guatemala, Lebanon, Mozambique and Rwanda and its experience with the reintegration of ex-combatants and some other war-affected groups;
- n its earlier accumulated rich experience from its origins at the end of the First World War and from insights at the end of the Second World War as well as its more recent conflict-related activities in the 1970s, 1980s and 1990s covering Ethiopian refugees; Namibian and South African refugees in the front-line states; Afghan refugees in Pakistan; Cambodian displaced people in Thailand; and the Occupied Arab Territories;
- n its long field experience, relevant training materials, insights and approaches to employment promotion gained from its nearly 80 years of existence which may be adapted to post-conflict situations;
- n its expertise in the field of labour legislation and revision, reconstruction of employment services, formulation of relevant social policies and the promotion of sound labour relations based on social dialogue;
- n the range of data and lessons gathered from its current multi-disciplinary Action Programme on Skills and Entrepreneurship Training for Countries Emerging from Armed Conflict as well as

from its earlier work on ex-combatants, which have augmented its preparedness, knowledge and capacity to respond meaningfully to the challenges of the post-conflict context and to raise expectations of what the ILO can do, and its degree of commitment to the issue;

- n its experience in building vital national and local institutional capacity, such as of Ministries of Labour etc.;
- n the close ties existing between the conflict context and a number of ILO's long-standing concerns and work, such as non-discrimination, employment promotion, poverty alleviation, social protection and promotion of social safety nets, observance of human rights, freedom of association, democracy and improvement of the situation of the vulnerable groups including women, youth and the disabled;
- n its on-going work on indigenous and tribal peoples, who are often among the groups requiring special attention in some conflict-affected contexts.
- n its relevant materials produced over the years that are pertinent to the issue (see Annex for a list).
- n its wide network of field offices and multidisciplinary teams in different parts of the world, which has enhanced its closeness to countries including those in conflict and which also facilitates the ILO's monitoring of developments there.

V. ILO's present response, lessons learnt and constraints encountered

23. Various efforts have been made by the ILO in recent years to provide technical assistance to conflict-affected countries spanning the different phases of the conflict and post-conflict period -emergency, rehabilitation and development. These activities have included primarily micro-enterprise promotion, vocational training, employment-intensive works, vocational rehabilitation and, to some extent, institution-building and the development of labour relations. The Organization, however, needs to specify at what stage and under what conditions the ILO should intervene in a country emerging from armed conflict.

24. Owing to the limited capacity of the conflict and post-conflict economies to create employment opportunities to absorb the large numbers rendered unemployed and underemployed by the war and also the new entrants into the labour market, some ILO activities have placed emphasis on promoting micro enterprises and cooperatives in several of these countries. It has promoted local economic development strategy (such as in Central America and Cambodia) through which local economic development agencies (LEDAs) have been created to bring together all the relevant actors in the local community to identify business opportunities, plan micro enterprises, micro-finance schemes and other related business activities and to implement and monitor their implementation. Such an approach has contributed to building local ownership, consensus and cohesion among the participants at the local level and also sustainability of the activities. LEDAs have also served as financial intermediaries through which development bank loans and other funds from donors are channelled to micro enterprises. In Cambodia, the various LEDAs have together formed the Association of Cambodian Local Economic Development Agencies (ACLEDA), a national

non-governmental organization which has further helped to sustain the activities.

25. Vocational training has been emphasized in technical assistance activities in such post-conflict countries as Angola, Cambodia, Lebanon, Ethiopia, Bosnia and Herzegovina, Burundi, Liberia, Mali, Mozambique and Rwanda. Flexible and cost-effective short-cycle skills training has been provided to the war-affected groups to enhance their employability, especially in self-employment. Owing to the exigencies of the post-conflict context, a wide range of training providers -governmental training institutions, skilled artisans, apprenticeship schemes, public and private cooperation facilities, bilateral bodies, church groups and other NGOs - has been utilized. A network of these different training providers has sometimes been promoted through which the project plans and conducts the different training activities. This strengthens the technical capacity of these training providers and contributes to train the trainers. An attempt has been made to focus on skills-in-demand in potential growth sectors in the post-war reconstruction phase, such as construction, transport, repair and maintenance of equipment. Implementation of training programmes has often been accompanied by collecting data such as the profiles of the target group, identifying appropriate training channels and the provision of training services; and provision of relevant information and career guidance services as well as technical and financial support (management training, tool kits and credit) to facilitate entry into self-employment activities. It has also been observed that many trainees need life skills, such as on orientation, social skills, management and supplementary basic education to enable them to translate their training into employment successfully.

26. Some of the activities, such as in Angola and Mozambique, have targeted ex-combatants because the reintegration of this group is often considered vital to consolidate the peace process and restore stability in the immediate aftermath of war. The programmes have also tried to orient themselves to include other groups, such as displaced persons, to contribute to their reintegration.

27. A series of studies, conducted by the ILO specifically on ex-combatants in 1995, generated data on diverse facets of the reintegration of this group. These included the reintegration through self-employment and training; the relevance and potential of employment-intensive works programmes in the reintegration of demobilized combatants into civilian life; rehabilitation and reintegration of disabled ex-combatants; labour-market assessments for the reintegration of ex-combatants in war-affected countries; and guidelines for planners and implementers of demobilized combatants. The results of the studies were examined at a regional experts meeting in Africa which, inter alia, emphasized the need for a policy on, and governmental full commitment to, reintegration. The reintegration process - both its social and economic aspects - could be tackled satisfactorily not through short-term approaches but over the medium- and long-term. It needs linkages with the overall process of national reconstruction to be effective. Furthermore, while recognizing the need (in terms of security) to focus on ex-combatants, the meeting also emphasized equity and parity in benefits provided to the different war-affected groups. It further noted that reintegration programmes had tended to neglect the high levels of trauma of war-affected people and, therefore, underscored the need to include counselling as an integral part of these programmes. A comprehensive employment approach should feature in the reintegration programmes, which should also reflect the needs of the special groups.

28. Adapting the regulatory framework and the labour relations system is one measure that countries emerging from war have to undertake as part of their reconstruction programme. Some ILO technical assistance activities to these countries (Bosnia and Herzegovina, Cambodia, El Salvador, Eritrea, Guatemala, Lebanon, Mozambique, Namibia, Rwanda and South Africa) have focused on labour law and labour relations matters not as a minor matter, to be dealt with once reconstruction has been completed but as an essential element in sustaining the reconstruction process. This includes economic adjustment and the transition to democracy (including promotion of social dialogue among the various elements of the society for stability) often embarked upon. The precarious political and institutional environment in the conflict-affected

context and the new constitutions drafted have often had an impact on the outcome of the efforts in this area. For example, elements in the new constitutions do sometimes hamper the development of labour law and labour relations, conforming to ILO's International Labour Standards .

29. Other ILO activities have covered: employment intensive works (Armenia, Cambodia, Mozambique and Uganda); vocational rehabilitation (Afghanistan, Angola, Cambodia, the Central American Countries); occupational safety and health (Lebanon and Palestine); and statistical capacity (Bosnia and Herzegovina, Lebanon). The ILO's presence even during the political negotiation process of peace agreements has occurred, for example, in Guatemala which ensured that relevant labour-related and social issues were reflected in the agreements to underpin meaningful action in these areas afterwards .

30. A number of lessons have been identified, especially in relation to constraints currently existing in the ILO's work on post-conflict reconstruction. These can be summarized as follows:

- n fragmentary responses in many cases, which are not often effective, and lack the support of an Office-wide policy framework to promote coherence of the different types of response ;
- n inadequate preparation and assessment of actual needs, other activities and actors in the country;
- n lack of presence of ILO and the relevant labour-related institutions usually at the political negotiation process of peace accords, of constitution drafting, policy-making and relief stages in order to prepare the appropriate background and enabling environment for employment-related activities later on and to realize adequately the link between relief and development. (The only exception for ILO is Guatemala);
- n inadequate effort to understand the causes and nature of the conflict and, therefore, limited consideration of these and their full impact on society, the labour market and the psychological and other changes in people's lives and in community structure;

- n perception of the projects only in terms of providing a service (such as training, skills, credit, jobs, contribution to development) without adequately emphasizing the ultimate and broader goal, which is building, nurturing and fostering social peace. A development assistance may, for example, refuel a conflict if it exacerbates an unequal access to resources or fails to bring together target groups from different factions of the conflict to promote their social interaction and cohesion. Peace-nurturing and fostering should, thus, constitute one of the criteria for monitoring and evaluating ILO projects in the conflict and even non-conflict contexts;
- n inadequate recognition of the rapidity of change in the conflict and post-conflict context and, therefore, the need for flexibility in technical assistance activities;
- n limited emphasis on strengthening institution-building and on the role of labour administration, of the social partners and of other relevant institutions in the reintegration and reconstruction process;
- n neglect of the substantial psychological trauma among the conflict-affected population groups and, therefore, the need for integrating counselling in reintegration programmes. As observed by an ILO Expert Meeting (1995, p.6) “ Sociological and psychological aspects of community reintegration are pivotal to genuine reintegration and must not play a secondary role in this process. The success of economic reintegration depends on how well communal social and cultural cohesive forces are mobilized and maximized”;
- n ad hoc, short-term and non-participatory planning approaches which easily lead to inadequate programmes for which the conflict-affected population feels little ownership and which also tend not to be sustainable;
- n limited scope and unrealistic duration of the technical assistance activities, thus resulting in limited impact;

- n inadequate consideration of the gender perspective in many of the activities, such as with ex-combatants so as to ensure that the differential or peculiar needs and war experiences of women are adequately catered for to ensure their equal benefits from the activities;
- n data gap and also inadequate concern to collect relevant information on the conflict-affected situation and people to fill the gaps in order to facilitate realistic planning;
- n insufficient understanding of the demographic changes and altered gender roles that arise in the conflict context and, therefore, limited consideration of these changes within our technical assistance activities for the conflict-affected groups to consolidate them;
- n lack of recognition of the urgent needs of war-affected youth and child soldiers who are often erroneously excluded from many of the reintegration programmes and projects implemented so far;
- n lack of ILO's continuous and long-term presence in the conflict-affected context to enhance its action in this area.
- n absence of a focal point in the office to promote linkages between the different forms of assistance provided separately by the different units, to ensure synergy and coherence between the activities and to explore relevant collaboration with other UN and other actors at the national level;
- n delays in resource mobilization to permit timely response;
- n an unrealistic appraisal of a number of political issues hindering provision of needed assistance. For instance, in the immediate aftermath of war when a recognizable firm government may not yet be established nor relevant policies set, requests may be submitted to the ILO by other relevant actors, such as at the community-level and outside the governmental structure. Furthermore, developing partnerships with NGOs, which are active in the conflict and post-conflict context, may be necessary for action instead of waiting indefinitely for a credible government to be set up to make proposals;

- n inadequate use of international labour standards, which are supposed to be the basis for all ILO technical assistance, to provide guidance for the work in the conflict-affected context;
- n insufficient ILO participation in conflict prevention, especially potential conflicts emanating from social exclusion, economic deprivation and discriminatory practices;
- n limited involvement of the ILO's constituents - ministries of labour, employers' and workers' organizations - in conflict resolution and post-conflict reconstruction efforts at the national and community levels to ensure that labour-related concerns are adequately addressed;
- n weak ties and partnerships with other actors, including governmental and non-governmental structures and other international bodies, needed for effective action, meaningful impact and development of strong local ownership of the technical assistance activities in the conflict-affected context.

VI. Effective ILO Response: Areas and approaches

31. Owing to the varied characteristics and dynamic nature of the post-conflict context, the ILO's usual responses to employment promotion require modification to enhance their relevance and impact in such an environment. Effective action demands a long-term process encompassing social, economic, psychological and political dimensions. A recent ILO Expert Meeting for example, observed that "it was inappropriate to deal with reintegration on a short-term basis....both social and economic aspects of reintegration could be satisfactorily handled only in the medium to long-term. Short-term approaches only buy time and sustain the transition phase". Above all, there is a need for a coherent integrated framework. Priorities, however, have to be set among the elements that should go into the integrated framework to accord with ILO's ability to deliver them. Among the elements are the following:

Areas:

- n **social and labour policy formulation**
employment creation and poverty alleviation such as elaborating appropriate policy framework including coverage of relevant employment-related and social issues in the political negotiation process of peace accords and the involvement of the social partners in the negotiation process; examining employment implications of investments coming into the country and new national policies and programmes being put in place;
identifying local survival strategies; establishing labour market information;
- n **local and national institutional capacity-building**
strengthening of relevant labour market structures, labour administration, statistical capacity, the organizations and roles of the social

partners, local/community development and grassroots' organizations; and reactivating or promoting social dialogue; promoting social responsibility of enterprises and workers' associations, cooperatives and other forms of group mobilization for productive activities; .

n training

targeted vocational training, which also incorporates life and peace skills and is linked to emerging employment opportunities in the slowly reviving economy;

business skills training;

use of a wide range of training providers;

vocational guidance;

n an enabling legislative framework

revising of Recommendation No. 71 (copy is annexed) and wide scale dissemination of it, together with Recommendation Nos. 68, 72 and 73, to inform national action;

promoting observance of other relevant international labour standards including : Conventions Nos. 111, discrimination (occupation and employment); 169, indigenous and tribal peoples; as well as those whose implementation is disrupted by conflict situations, e.g. Conventions Nos. 29 and 105, forced labour; 87, freedom of association; 98, right to organize and collective bargaining; 138, minimum age; 144, tripartite consultation; and 150, labour administration.

providing advice to adapt the regulatory framework and labour relations to the changed and new contexts. Work here includes labour law and labour relations and other appropriate elements of the legal environment.

n promotion of micro-enterprises and productive self-employment
enhancing access to micro-finance and business support services to promote the private sector without neglecting the public sector.

n employment intensive public works

promoting employment-intensive public works to contribute to

rebuilding destroyed infrastructure while at the same time providing opportunities for labour absorption.

n social protection and social services

considering the protection of the diversity between conflict-affected groups and their needs: ex—combatants, child soldiers, youth, women, disabled persons, displaced and returnees and those who remained in their usual abodes etc.

fixing and administering of social assistance benefits, designing and implementing invalidity benefits and setting up and monitoring contributory health insurance schemes.

Approaches:

32. Working within the difficult conflict and post-conflict environment requires flexibility and a departure from “habitual tracks” and the Organization’s usual modes of operation. It requires adopting new approaches and perspectives, learning new skills and making adjustments to working methods. Despite the urgency of the conflict-affected situation, the ILO Action Programme’s findings clearly demonstrate that there should not be a trade off between speed of action and careful planning that takes adequate account of the peculiarities of the post-conflict-context. The necessary approaches include:

- n assessing, in a participatory way, the needs of the specific post-conflict context and conflict-affected groups;
- n building partnerships with other relevant actors beyond the Organization's traditional partners and collaborating with other UN bodies within the current UN system’s strategic framework for post-conflict reconstruction;
- n promoting regular dialogue between government and other relevant actors and the community structures in the conception and implementation of the programmes to build linkages with their different activities and also local ownership and sustainability;
- n working at both the local community and the national levels,

- n promoting local economic development agencies and other community-level participatory and capacity-building approaches in order to enhance community cohesion, local ownership and sustainability;
- n working with associations of conflict-affected groups and other relevant bodies in addition to governmental departments and ministries so as to build their confidence and ownership. Such an approach is necessary in the immediate aftermath of conflict when governmental structures are often weak;
- n considering psychological traumas, other health, human rights, social and community needs of the conflict-affected people, the need for reconciliation and social healing to mainstream them in the employment-promotion programmes to enhance impact of the latter;
- n enlarging activities for ex-combatants to also include and benefit other conflict-affected groups and avoid favouring the former at the expense of the other more vulnerable groups to avert fuelling potential tensions and divisions within the communities;
- n linking training to basic education and incorporating basic social skills, management and general orientation to the world of work;
- n adopting gender “lenses” and also considering strategic changes in gender roles and other survival strategies of the conflict-affected peoples and their communities with a view to taking them into account and building upon them to enhance their livelihoods. Gender awareness in the conflict-affected context should in particular take into account the rise in the number of the female-headed households and their specific concerns;
- n recognizing that creative opportunities are sometimes unleashed by conflict;
- n ILO involving itself early in resolving underlying tensions and economic and social inequalities that could contribute to the eruption of armed conflicts;

- n coordinating closely the Office's own various activities in the conflict-affected context as well as also keeping close ties with other relevant non-ILO activities, and with regional and other bodies for greater synergy and impact.
- n adopting a flexible response owing to the dynamic nature of the conflict-affected context;
- n adopting an integrated approach and long-term programmes demanded by the long-term process of rebuilding wartorn societies and of empowering the conflict-affected people;
- n collecting and disseminating relevant data and experiences (through for example interregional, regional, national and TCDC information sharing and networking activities) to guide planning and to stimulate action;
- n adopting a stronger voice in international and national fora in advocacy for labour-related and social inequality issues in conflict-resolution, reconstruction, reintegration and peace building;

33. Specific guidelines for employment promotion and for the work of the ILO and its constituents in the conflict and post-conflict context are therefore needed to improve and strengthen the response of all these actors. A draft of such guidelines is currently under preparation.

VII. Potential Roles of ILO's Constituents and how to empower them

34. ILO's social partners can contribute to: post-conflict reconstruction, consensus building and social healing process, peace education and negotiation, counselling and promotion of income-generating activities to absorb some of the conflict-affected groups. This role is in addition to their active involvement with governments in tackling the adverse effects of conflict on employment opportunities, work place structures and relations, working conditions and labour-related institutions. Thus, in the conflict and post-conflict countries, in particular, the social partners need to concern themselves with broader social, economic and political issues such as the building of democratic and stable structures and viable economies. For example, they can carry out awareness-raising activities among their memberships to overcome the divisions emanating from the conflict; advocate good governance; and undertake other initiatives to improve upon the situation of the conflict-affected groups and the divisions in their communities. The social partners will have to collaborate with other bodies within civil society to build alliances with them in contributing effectively to the reconstruction effort.

35. In the particular context of the conflict-affected countries, however, the social partners are often weakened by the war. They therefore need to strengthen their capacity through support from the ILO and other relevant institutions to be able to fulfil their above potential roles.

VIII. ILO's Partnerships and Collaboration with other UN Agencies, Regional and Sub-Regional Bodies, Donors and other Organizations Outside the UN System for Effective Action.

36. Enormity of the challenges to be tackled in the conflict and post-conflict context exceeds the capacity of governments and each of the different international and local actors. Action by all the relevant bodies is, therefore, imperative. The building of partnerships is critical between the different actors - international ones within and outside the UN system, the Bretton Woods institutions, donors, NGOs and community-based associations and stabilizing points - to ensure linkages between the different contributions and to enhance their impact. Such partnerships need to reach beyond the ILO's traditional partners and allies to encompass other relevant actors at the local level to promote wide scale local ownership of the technical assistance efforts. It is thus essential for there to be regular consultations between the ILO and these other bodies.

37. The UN Secretary-General's Agenda for Peace stresses, *inter alia*, coordination at different levels. Various inter-agency structures, that already exist, provide scope for this. Furthermore, the UN system-wide strategic framework for post-conflict reconstruction already calls for strengthening collaboration between the various UN-system institutions at the national level and with the Bretton Woods institutions and efforts to link relief and development. Such partnerships should involve regular exchange of information and relevant insights between the different bodies, to develop specific working relationships, joint conception and implementation of programmes. Some modification in ILO's working methods in conflict-affected contexts is called for to facilitate contacts with the other actors.

IX. Operational and Financial Implications of the Policy Framework for ILO's Conflict-Related Work

38. Effective implementation of the policy framework requires:
- A. contributions by the different ILO structures. Such contributions must be enhanced by training the staff on the conflict and post-conflict situation. These structures include the following :
 - n MDTs
 - n Regional Offices
 - n the area offices
 - n PROPARTEC
 - n Headquarters technical units
 - n Turin Centre
 - n a focal and coordinating unit, created within EMPFORM. This will serve as the ILO focal point on conflict-related work and promote integration and harmonization of the various ILO interventions, especially in the same conflict-affected country. It will also monitor (with PROPARTEC, the relevant ILO area offices, MDTs and constituents) developments in the conflict situation of ILO member states to advise on the appropriateness of ILO's interventions. Furthermore, the unit will be responsible for providing ILO's input and response to the UN system-wide efforts in this area.

- B. adoption of other relevant measures consisting of:
- n resource mobilization (regular budget and multilateral funds) to support effective and timely implementation of the policy;
 - n guidelines and the wide-scale dissemination of the policy framework within the ILO's structures and among its staff and constituents as well as to other relevant bodies;
 - n staffing - assigning specific staff to develop, implement, coordinate, monitor and evaluate the policy and the programme;
 - n internal procedures to ensure timeliness and speed of ILO's response to the conflict-affected countries' needs;
 - n design and implementation of a broad-based and visible ILO international programme of technical assistance to conflict-affected countries will provide the appropriate scope for the Organization to implement the policy framework in a coherent manner and to consolidate the ILO's role in this sphere. Such a programme can further serve as a good basis for collaborative activities with the other institutions within and outside the UN system in response to demands received. This can be coordinated by the focal point/unit specified above;
 - n regular monitoring and evaluation; and
 - n regular reporting to the Governing Body and to the International Labour Conference.

X. Conclusion

39. On the whole, ILO has important roles to play in the conflict and post-conflict contexts. In summary, ILO should monitor the labour-related root causes and impact of conflicts. Technical assistance and guidance can be provided to enhance the capacity and contribution of its tripartite members and other labour-related institutions and to promote training and employment activities to reintegrate the different conflict-affected groups. It should assist to elaborate relevant labour and social policies and legal framework to promote employment. It should collect and disseminate labour-related information about conflict and post-conflict contexts and the processes of reintegration, reconstruction and peace building and also maintain a data base on the relevant labour-related issues, developments, institutions, programmes and publications in this area. It should monitor labour-related early-warning signs and play a role in conflict prevention. By means of its supervisory machinery on the application of standards, it should monitor member states' implementation of Recommendation No. 71 concerning the transition from war to peace, 1944 and the other pertinent international labour standards such as on non-discrimination. In this connection, it should examine the possible revision of Recommendation No. 71 to reflect current reality. These roles of the ILO should further include consideration of the interactions between them. It should entail adopting a broad, long-term and multi-pronged approach. With these roles, expertise and competence, the ILO is well poised to become a major actor in the conflict-affected field.

40. This policy framework will have to be revised periodically to take into account further experiences and lessons accumulated by the ILO and its tripartite constituents. Furthermore, it will need to be widely circulated both to our traditional partners and to the international development agencies, multilateral donors, regional institutions and other bodies actively involved in the conflict-affected and reconstruction

work with whom the ILO must develop alliances for synergy and greater impact of its contributions.

Part II:
**Draft of a possible ILO Policy Statement on
Conflict-Affected Countries**

XI. Draft Statement: ILO Policy on Conflict-Affected Countries

The draft policy statement below was adopted by the ILO *Interregional Seminar on Reintegration of Conflict-Affected Groups through Skills Training and Employment Promotion*, convened 3-7 November 1997, within the framework of the Action Programme on Skills and Entrepreneurship Training and in accordance with the decision of the 269th Session of the ILO Governing Body, for transmission to the ILO Governing Body for consideration.

“The promotion of employment, social justice, democracy and the observance of human rights and international labour standards are the primary objectives of the International Labour Organization. The ILO was established in 1919 in the aftermath of the First World War, as part of the process of reconstructing the countries involved in that war and trying to ensure that the social and economic factors that contributed to the war did not reoccur. In 1944, following the Second World War, the Organization adopted the Declaration of Philadelphia as well as Recommendation No. 71 on Employment (Transition from War to Peace). Both of these documents underline the mission of the ILO to prevent war and social conflict, to support the process of reintegration and reconstruction and to build sustainable peace. Lasting peace, as the Declaration of Philadelphia asserted, can only be built on the foundation of social justice.

As we approach the dawn of the twenty-first century however, war and civil conflicts are widespread across the countries and regions of the world, although the threat of global war has receded. In 1994 alone, there were 45 open conflicts in different regions; currently about one-third of ILO member States are experiencing, emerging from, entering or re-entering conflict, or affected by conflict in a neighbouring country. Just as

developments during the Second World War called for serious discussion in the International Labour Conference, the Governing Body and the Office to review the issue of post-conflict reintegration and reconstruction and the ILO's role and action in this sphere, so the current high number of conflicts around the world require an equal response. While the normal work of the Organization continues to be important in this respect, it is not sufficient to address the grave problems of conflict-affected countries.

Societies making the transition from conflict to normal social and economic development are confronted by particularly difficult challenges. These include the reintegration of demobilized combatants, the internally displaced and returning refugees, and other groups in society affected by the conflict; the reconstruction of the labour market infrastructure within a framework of a broader economic strategy; rebuilding of institutional capacity and the skills reservoir of the country; the support of broader aspects of the peace process; the establishment or re-establishment of information systems; and the rehabilitation of infrastructure. Institutions are typically weakened by conflicts, and prior weakness may be a contributing cause of conflict. As a result, the ILO should place a high priority on assistance in capacity building, particularly of labour and social affairs ministries, workers' and employers' organizations, other labour market institutions and authorities responsible for resettlement and rehabilitation.

During conflict, it is important for the ILO to provide a voice to and support for the social partners to actively participate in dialogue and negotiations concerning peace and in planning for reconstruction. Analysis of the conflict or war economy and work and employment issues that are weakening or sustaining the drive towards peace could make an important contribution to this. The ILO should also assist its tripartite constituents in contributing to reconciliation efforts and peace negotiations by

underlining the importance of international labour standards, employment and labour issues, as well as enhancing their capacity to play an active role in these processes. During conflict, it should also contribute to the rehabilitation and reintegration of conflict-affected groups - such as ex-combatants, women, disabled people and youth -and, through employment promotion and planning, build towards sustainable peace, recreation of the social fabric, rehabilitation of the infrastructure and revival of the economy.

Special attention is also required to anticipate and draw attention to economic and social trends - such as poverty and unemployment, the break down of social dialogue and the abuse of human rights - that contribute to conflict and undermine social order. The ILO should contribute to early-warning indicators of conflict through its supervisory mechanisms which monitor the observance of international labour standards, including violations of freedom of association and the principle of non-discrimination. It should additionally monitor national labour market trends, social exclusion, poverty and the adverse consequences of social and economic policies, which contribute to the occurrence of conflict. Through its tripartite structure, it is in a position to promote social dialogue which has the potential to defuse or decrease tensions.

The scope and diversity of the problems faced by conflict-affected countries require that the ILO coordinate its activities with all in-country and external actors, including other organizations and specialized agencies of the UN system, to ensure linkages between the different contributions and in order to enhance their respective and combined impact. This implies a flexible and inclusive approach which, while being sensitive to the particular needs of the most vulnerable, integrates all relevant groups into a broader process concerned with a collective response to the needs of the whole society. This in turn requires that the ILO adopts a participatory approach aimed at attaining consensus on the design and implementation of programmes both at the national,

local and community levels. Participation should be seen as the vehicle for national and local ownership to ensure that programmes are sustainable and user-driven. It also constitutes an important tool in the general process of building national reconciliation.

It is important that the ILO makes clear what assistance it can deliver and the way in which such assistance can be delivered. This should preclude the development of a gap between what is expected and what can be achieved. Areas in which the ILO has a particular contribution to make include: social and labour policy formulation and their inclusion in peace accords; local and national institutional capacity building, especially in the fields of labour market policies, programmes and administration; the creation of an enabling legislative framework in the fields of labour law, labour relations and international labour standards; training, particularly vocational training, including life skills, linked to emerging employment opportunities; promotion of women's employment; rehabilitation of disabled persons; employment creation through enterprise development, productive self-employment, and employment-intensive works; social protection and social services; and labour market research, information and needs assessment.

In formulating its programmes of assistance, the ILO will need to take account of the origins, dynamics and outcome of a given conflict. For example, situations of exclusion that contribute to conflicts may not have disappeared with the end of the conflict, while others may have appeared as a result of the conflict. Programmes should respond to the manner in which the conflict has affected the society and the varied characteristics, complexity and dynamics of the conflict-affected countries themselves. The ILO's usual responses and approaches require adaptation to enhance their relevance and impact in specific contexts. This calls for flexibility in the Organization's usual modes of operation. The Organization should therefore allocate its own human and financial resources in ways which are appropriate for dealing with the particular problems of conflict-affected countries. It also needs a special programme to mobilize resources of the donor community to maximize technical assistance to these countries and also to draw attention to the

unique contribution that labour and social policy and interventions can make towards reducing their plight.

In order to provide a framework for ILO action, it might also be appropriate to review the international labour standards relevant to conflict-affected countries (particularly Recommendations Nos. 68,71,72 and 73⁹, which were all adopted in 1944) and assess the need for revision, so that they can provide guidance relevant to present-day conflicts. Emphasis should also be placed on the core human rights Conventions of the ILO, especially Convention No. 111 which has an important role to play in preventing discrimination before, during and after the conflict, as well as other relevant ILO Conventions and Recommendations.

This statement is intended to underline the Organization's commitment to addressing the needs of countries affected by conflict and, in line with its mandate, to working with member States in all regions of the world to create the conditions for sustainable peace and equitable economic and social development."

ANNEXES

Annex 1: A complete list of ILO's publications, working papers and other reports on conflict and post-conflict countries

I. Action Programme on Skills and Entrepreneurship Training for Countries Emerging from Armed Conflict

A. Keyproducts:

- ILO: Towards a framework for ILO policy and action in the conflict-affected context: Training and employment promotion for sustainable peace (Geneva, ILO, 1997).
- ILO: ILO policy on conflict-affected countries, draft statement adopted by the ILO Interregional Seminar on the Reintegration of Conflict-Affected Groups (Geneva, ILO, 1997).
- ILO: Guidelines for employment and skills training in conflict-affected countries (Geneva, ILO, 1997).
- ILO: Gender guidelines for employment and skills training in conflict-affected countries (Geneva, ILO 1998).
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Annex 2: Recommendation No. 71 concerning Employment Organisation in the Transition from War to Peace , 1944.

The General Conference of the International Labour Organisation,

Having been convened at Philadelphia by the Governing Body of the International Labour Office, and having met in its Twenty-sixth Session on 20 April 1944, and

Having decided upon the adoption of certain proposals with regard to the organisation of employment in the transition from war to peace, which is the third item on the agenda of the Session, and

Having determined that these proposals shall take the form of a Recommendation,

adopts this twelfth day of May of the year one thousand nine hundred and forty-four, the following Recommendation, which may be cited as the Employment (Transition from War to Peace) Recommendation, 1944:

Whereas the promotion of full employment with a view to satisfying the vital needs of the population and raising the standard of living throughout the world is a primary objective of the International Labour Organisation;

Whereas in order to achieve full employment economic measures providing employment opportunities must be supplemented by effective organisation to help employers to secure the most suitable workers, to help workers to find the most suitable employment, and generally to ensure that, at any given moment, the necessary skills are

available and are distributed satisfactorily among the various branches of production and the various areas; and

Whereas the character and magnitude of the employment adjustments required during the transition from war to peace will necessitate special action, more particularly for the purpose of facilitating the re-employment of demobilised members of the armed forces, discharged war workers, and all persons whose usual employment has been interrupted as a result of the war, enemy action, or resistance to the enemy or enemy-dominated authorities, by assisting the persons concerned to find without delay the most suitable employment;

The Conference recommends the Members of the Organisation to apply the following general principles, and in so doing to take into account, according to national conditions, the suggested methods of application, and to communicate information to the International Labour Office, as requested by the Governing Body, concerning the measures taken to give effect to these principles:

General Principles

- I. Each Government should collect whatever information is necessary regarding workers seeking or likely to be seeking employment and regarding prospective employment opportunities, with a view to ensuring the most rapid reabsorption or redistribution in suitable employment of all persons who desire to work.
- II. The demobilisation of the armed forces and of assimilated services and the repatriation of prisoners of war, persons who have been deported, and others, should be planned with the objective of maximum fairness to individuals and maximum opportunities for satisfactory re-establishment in civil life.

- III. National programmes for industrial demobilisation and reconversion should be planned, in co-operation with employers' and work-established in employment or provided with new employment.
- IV. In the organisation of full employment in the transition period and thereafter, the widest possible use of employment service facilities by employers seeking workers and by workers seeking employment should be encouraged by the competent authorities and by employers' and workers' organisations.
- V. Each Government should, to the maximum extent possible, provide public vocational guidance facilities, available to persons seeking work, with a view to assisting them to find the most suitable employment.
- VI. Training and retraining programmes should be developed to the fullest possible extent in order to meet the needs of the workers who will have to bere-established in employment or provided with new employment.
- VII. With a view to avoiding the need for excessive movements of workers from one area to another and preventing localised unemployment in particular areas, each Government should, in co-operation with employers' and workers' organisations, formulate a positive policy in regard to the location of industry and the diversification of economic activity. Governments should also take steps to facilitate any necessary mobility of labour, both occupational and geographical.
- VIII. Efforts should be made during the transition period to provide the widest possible opportunities for acquiring skill for juveniles and young workers who were unable, because of the war, to undertake or to complete their training, and efforts should also be made to improve the education and health supervision of young persons.
- IX. The redistribution of women workers in each national economy should be carried out on the principle of complete equality of

opportunity for men and women in respect of admission to employment on the basis of their individual merit, skill and experience, and steps should be taken to encourage the establishment of wage rates on the basis of job content, without regard to sex.

- X. Disabled workers, whatever the origin of their disability, should be provided with full opportunities for rehabilitation, specialised vocational guidance, training and retraining, and employment on useful work.
- XI. Measures should be taken to regularise employment within the industries and occupations in which work is irregular, in order to achieve full use of the capacities of the workers.

Methods of Application

I. Advance Collection of Information

- 1. Each Government should arrange for the co-ordinated collection and utilisation of as complete and up-to-date information as possible on-
 - (a) the number, educational and occupational backgrounds, past and present skills, and occupational wishes of members of the armed forces and of assimilated services, and as far as possible of all persons whose usual employment has been interrupted as the result of enemy action or resistance to the enemy or enemy-dominated authorities;
 - (b) the number, location, industrial distribution, sex distribution, skills and occupational wishes of workers who will have to change their employment during the transition from war to peace; and
 - (c) the number and distribution of older workers, women and juveniles who are likely to withdraw from gainful

employment after the war emergency and the number of juveniles who are likely to be seeking employment on leaving school.

2. (1) Comprehensive material on prospective labour requirements, showing the probable extent and timing of the demand for workers from each major industry, both in total and by major skills, should be collected and analysed before the end of the war.
- (2) Where such information is in the possession of any administrative authority, it should be made available to the authorities primarily responsible for the collection or utilisation of advance information on labour supply and requirements.
- (3) The material on labour requirements should cover more particularly-
 - (a) the probable contraction of labour requirements resulting from the closing of certain munitions undertakings;
 - (b) the probable rate of contraction of the armed forces and of assimilated services upon the termination of hostilities;
 - (c) probable fluctuations and changes by areas in the labour force of industries or undertakings which will, with or without a period of conversion, continue in operation to meet peacetime needs;
 - (d) probable labour requirements in industries which will be expanding to meet peacetime needs, in particular in industries the output of which is most urgently needed to improve the standard of living of the workers, and in public works, including works of a normal character and works held in reserve for the

provision of supplementary employment in periods of declining economic activity; and

- (e) the probable demand for workers in the main industries and occupations under conditions of full employment.
- 3. Prospective labour supply and demand in the various areas should be kept under constant review by the appropriate authorities, in order to show the effect of the war and the probable effect of the termination of hostilities on the employment situation in each of these areas.
- 4. Members should co-operate in collecting the information referred to in subparagraphs (a), (b) and (c) of Paragraph 1 in respect of persons transferred out of their own countries as a result of Axis aggression. Each Government should supply such information in respect of nationals of other Members living in its territory, in Axis territories, or in territory occupied by the Axis, who are awaiting repatriation, even where the information available is merely of a general character.

II. Demobilisation of the Armed Forces

- 5. Close contact should be organised and maintained between the employment service and the authorities responsible for the demobilisation of the armed forces and assimilated services and for the repatriation of prisoners of war and persons who have been deported, in order to ensure the speediest re-employment of the men and women concerned.
- 6. (1) The rate and order of demobilisation should be controlled according to clearly expressed principles which should be given wide publicity in order that they may be clearly understood.
 - (2) In the process of demobilisation, which should in general be as rapid as military necessity and transportation facilities permit, consideration should be given to-

- (a) the desirability of regulating the rate and distributing the flow of demobilisation so as to avoid local concentrations of ex-service men and women disproportionate to the capacity of their community to provide opportunity for employment or training; and
 - (b) the desirability of arranging, where necessary, for an early release of workers whose qualifications make them indispensable for urgent reconstruction work.
- 7. (1) Schemes for reinstating in their former employment persons whose usual employment has been interrupted by military mobilisation, enemy action, or resistance to the enemy or enemy-dominated authorities, should be adopted and carried out so far as changed post-war circumstances allow.
- (2) The fullest possible employment and advancement opportunities for these men and women, on the basis of their qualifications, should be assured through Government action and collective agreements.
- (3) Immediate alternative employment should be secured for the workers displaced by the operation of these schemes.
- 8. In addition to schemes for re-employment, immediate consideration should be given to the provision, wherever justified by prospective opportunities to make a living, of adequate financial and other assistance to enable qualified demobilised persons to settle or resettle on the land, to enter or re-enter a profession, or to take up other independent work.

III. Industrial Demobilisation and Conversion

- 9. (1) Each Government should, in co-operation with employers' and workers' organisations, formulate a national industrial demobilisation and reconversion programme

to facilitate the rapid and orderly conversion of the economy from wartime to peacetime requirements during the period of reconstruction, account being taken of the urgent need of countries devastated by the war, with a view to attaining full employment with the least possible delay. All information in regard to the demobilisation and reconversion programme should be made available to the authorities responsible for collecting advance information on labour supply and requirements.

- (2) The co-operation of employers' and workers' organisations should be invited with a view to working out comprehensive industry and area demobilisation and reconversion programmes to facilitate the change-over from war to peace production in a manner that will minimise transitional unemployment.
10. (1) Each Government should, so far as possible before the end of the war, determine its policy in regard to the peacetime use of Government-owned war production capacity and equipment and in regard to the disposition of surplus materials.
 - (2) Special consideration should be given to the early release of factories and equipment urgently needed for peacetime production or training.
 - (3) In general, factories, equipment or materials should not be destroyed or kept out of use where human needs are unsatisfied or where no excess production would exist at reasonable prices under conditions of demand associated with full employment.
 11. Each Government should, in formulating its policy and procedure for the termination or adjustment of war contracts, give special consideration to the possibilities of continued employment or rapid re-employment of the workers affected or of favourable opportunities for employment in other areas.

Governments should also arrange for the prompt settlement of claims under terminated contracts, so that employment will not be held back by needless financial difficulties of contractors. Contractors in countries at present occupied who have worked voluntarily in the interest of the enemy should not be granted the benefit of such arrangements.

12. (1) Arrangements should be made to ensure that administrative authorities give information at the earliest possible moment to the employment service and contractors regarding any circumstances likely to cause dismissals or lay-offs.
- (2) Procurement agencies should give contractors both at home and abroad and the employment service as long advance notice as possible of cut-backs in war orders. In no case should the notice given be less than two weeks.
- (3) Employers should give the employment service at least two weeks' advance notice of proposed dismissals affecting more than a specified number of workers, in order to enable the employment service to make plans for alternative employment for the workers concerned.
- (4) Employers should give the employment service at least two weeks' advance notice of proposed temporary lay-offs affecting more than a specified number of workers, together with information to show the probable duration of such lay-offs, in order to enable the employment service to find temporary public or private employment or training for the laid-off workers. Employers should so far as possible inform the laid-off workers of the expected duration of such lay-offs.

IV. Applications for Work and for Workers

13. (1) Vacancies on public works and in undertakings working on public orders to the extent of 75 per cent. or more of

their operations should be filled through the employment service.

- (2) Consideration should be given to the advisability of requiring employers in specified industries or areas to engage their workers through the employment service in order to facilitate the readjustment of employment.
 - (3) Employers should be encouraged to give advance notice of their labour requirements to the employment service.
14. Persons applying for employment on Government-sponsored projects, as well as persons applying for publicly supported training programmes or transfer assistance, or claiming unemployment benefit or allowance, should be required to register with the employment service.
 15. Special efforts should be made to assist demobilised members of the forces and war workers to find the most suitable work of which they are capable, making use wherever possible of the skills acquired by them during the war.
 16. Every effort should be made by the authorities, and in particular by the employment service, in co-operation with employers' and workers' organisations, to encourage as wide a use as possible of the employment service by employers and workers.

V. Vocational Guidance

17. Special and immediate attention should be given to the development of suitable methods and techniques of vocational guidance for adult workers.
18. In cases of prolonged unemployment, the use of vocational guidance facilities should be made a condition for the continued receipt of unemployment benefit or allowance.
19. The competent authorities should, in co-operation with the private bodies concerned, develop and maintain adequate training facilities for vocational guidance officers.

VI. Training and Retraining Programmes

20. On the basis of information concerning labour supply and demand in the post-war period, each Government should, in close co-operation with employers' and workers' organisations, formulate a national training and retraining programme, geared to the post-war needs of the economy and taking into account changes in the different skill requirements of each industry.
21. Every possible step should be taken to facilitate the occupational mobility necessary to adjust the supply of workers to present and prospective labour requirements.
22. Training and retraining programmes should be extended and adapted to meet the needs of demobilised persons, discharged war workers, and all persons whose usual employment has been interrupted as the result of enemy action or resistance to the enemy or enemy-dominated authorities. Special emphasis should be placed on courses of training designed to fit the persons concerned for employment which offers a permanent career.
23. In addition to apprenticeship schemes, systematic methods of training, retraining and upgrading workers should be developed to meet post-war needs for the reconstitution and expansion of the skilled labour force.
24. Persons undertaking training should be paid, where necessary, remuneration or allowances which provide an inducement to undergo and continue training and are sufficient to maintain a reasonable standard of life.
25. Men and women whose higher training and education have been prevented or interrupted by war service, whether in a military or civilian capacity, or by enemy action, or by resistance to the enemy or enemy-dominated authorities, should be enabled to enter upon or resume and complete their

training and education, subject to continued proof of merit and promise, and should be paid allowances during their training and education.

26. (1) Qualified vocational teachers and instructors who have been engaged in other work during the war should be encouraged to resume their previous occupation at the earliest possible moment.
- (2) Refresher courses should be organised in case of need—
 - (a) for vocational instructors returning to their work after a lengthy absence; and
 - (b) for teaching new methods and techniques.
- (3) Additional vocational teachers and instructors should be trained in the numbers required to meet the needs of the training and retraining programme.
- (4) Members should co-operate, where necessary, in reconstituting and expanding vocational training and retraining by such methods as—
 - (a) the provision in one country of training as instructors for persons from another country to enable them to acquire broader skill or training not available in their own country;
 - (b) the loan of experienced vocational instructors and teachers from one country to help meet shortages of vocational training staff or new industrial needs in another country;
 - (c) facilitating the return to the territories of member countries of subjects thereof living in the territory of another member country who are qualified for teaching and instructing in their home country; and

- (d) the provision of training handbooks and other equipment to assist instructors and persons in training.
27. Training and retraining services should be co-ordinated on a national, regional and local basis, and should be closely associated at all levels of operation with guidance work, with the placement work of the employment service, and with the training activities of employers' and workers' organisations.

VII. Geographical Mobility

28. With a view to facilitating the necessary mobility of labour, the employment service should take action to overcome the obstacles to transfers from one area to another and to assist the movement of workers to areas needing labour, thereby helping to bring together available skills and available employment opportunities and thus preventing unemployment.
29. (1) Where a worker is transferred from one area to another on the initiative or with the consent of the employment service, arrangements should be made to grant travelling expenses and to assist the worker to meet initial expenses in the new place of work by granting or advancing him a specified amount, fixed according to the circumstances.
- (2) Where a temporary transfer made through the employment service involves the separation of the head of the household from his family, arrangements should be made to grant an appropriate separation allowance to cover the added costs of maintaining double living quarters.

VIII. Employment of Young Workers

30. (1) The policy of revising upward the school-leaving age and the age for admission to employment should be considered by all countries as a primary factor in planning employment policy for the transition period.

- (2) Maintenance allowances should be granted to parents by the competent authorities during the additional period of compulsory education referred to above.
31. Student-aid programmes should be developed to enable young persons above the school-leaving age to continue their education in secondary schools or high schools, and for those beyond the secondary school level, subject to continued proof of merit, in technical or higher education schools or courses on a full-time basis.
32.
 - (1) Vocational guidance services adapted to their needs should be available for all young persons, both prior to and at the time of leaving school, through the school or the employment service.
 - (2) Free pre-employment medical examination should be provided for all young persons. The results of this examination should be incorporated in a certificate to serve as a basis for periodical re-examinations during a period to be prescribed by national laws or regulations.
 - (3) In countries in which war conditions and enemy occupation have undermined the health of young persons, particular attention should be given to the health supervision of such persons from the time of their admission to employment through the period of adjustment to working life, and, where necessary, measures of physical rehabilitation should be adopted.
 - (4) Members should co-operate, when requested, in providing for the training of medical and nursing staff, and the loan of experienced doctors, surgeons, nursing personnel and appropriate equipment, in order to facilitate the physical rehabilitation of the young persons referred to in subparagraph (3) above.

33. (1) Young persons whose contracts of apprenticeship have been interrupted owing to the war should be entitled to resume apprenticeship on the termination of their war service.
 - (2) State aid should be made available to enable a person whose apprenticeship has been resumed in accordance with subparagraph (1) above to be assured of an income which is reasonable, having regard to his age and to the remuneration he would have been receiving had his apprenticeship not been interrupted.
 - (3) In all cases in which military service, raw material shortages, enemy action, or other war circumstances have prevented young persons from entering or continuing apprenticeship, arrangements should be made to encourage them, as soon as circumstances permit, to resume their apprenticeship or to learn a skilled trade.
 - (4) With a view to encouraging the resumption of interrupted apprenticeships, arrangements should be made to review the provisions of apprenticeship contracts and to vary them where this seems equitable to take account of training, skill or experience acquired during war service.
 - (5) Existing apprenticeship programmes should be re-examined, in co-operation with employers' and workers' organisations, with a view to giving wider opportunities to learn a skilled trade to the younger workers who have not been able, owing to the war, to enter apprenticeship. More particularly, consideration should be given to making arrangements for varying existing restrictions on admission to apprenticeship and for taking into account any training, skill or experience acquired during the war.
34. Employers should be encouraged to introduce programmes of systematic in-plant training to enable all the young workers

employed in the undertaking to acquire training or to improve their skill and broaden their knowledge of the operations of the undertaking as a whole. Such programmes should be developed in co-operation with workers' organisations and should be adequately supervised.

35. In countries which have been invaded during the war, and in which there are young persons who have been compelled to abstain from work, or, without regard to their aptitudes or desires, to work for the enemy, special attention should be devoted to the readjustment of such young persons to work habits and to supplementing their vocational training.

IX. Employment of Women

36. The redistribution of women workers in the economy should be organised on the principle of complete equality of opportunity for men and women on the basis of their individual merit, skill and experience, without prejudice to the provisions of the international labour Conventions and Recommendations concerning the employment of women.
37. (1) In order to place women on a basis of equality with men in the employment market, and thus to prevent competition among the available workers prejudicial to the interests of both men and women workers, steps should be taken to encourage the establishment of wage rates based on job content, without regard to sex.
(2) Investigations should be conducted, in co-operation with employers' and workers' organisations, for the purpose of establishing precise and objective standards for determining job content, irrespective of the sex of the worker, as a basis for determining wage rates.
38. The employment of women in industries and occupations in which large numbers of women have traditionally been employed should be facilitated by action to raise the relative

status of these industries and occupations and to improve conditions of work and methods of placement therein.

X. Employment of Disabled Workers

39. The criterion for the training and employment of disabled workers should be the employability of the worker, whatever the origin of the disability.
40. There should be the closest collaboration between medical services for the disabled and vocational rehabilitation and placement services.
41. Specialised vocational guidance for the disabled should be developed in order to make it possible to assess each disabled worker's capacity and to select the most appropriate form of employment for him.
42.
 - (1) Wherever possible, disabled workers should receive training in company with able-bodied workers, under the same conditions and with the same pay.
 - (2) Training should be continued to the point where the disabled person is able to enter employment as an efficient worker in the trade or occupation for which he has been trained.
 - (3) Wherever practicable, efforts should be made to retrain disabled workers in their former occupations or in related occupations where their previous qualifications would be useful.
 - (4) Employers with suitable training facilities should be induced to train a reasonable proportion of disabled workers.
 - (5) Specialised training centres, with appropriate medical supervision, should be provided for those disabled persons who require such special training.

43. (1) Special measures should be taken to ensure equality of employment opportunity for disabled workers on the basis of their working capacity. Employers should be induced by wide publicity and other means, and where necessary compelled, to employ a reasonable quota of disabled workers.
 - (2) In certain occupations particularly suitable for the employment of seriously disabled workers, such workers should be given preference over all other workers.
 - (3) Efforts should be made, in close co-operation with employers' and workers' organisations, to overcome employment discriminations against disabled workers which are not related to their ability and job performance, and to overcome the obstacles to their employment, including the possibility of increased liability in respect of workmen's compensation.
 - (4) Employment on useful work in special centres under non-competitive conditions should be made available for all disabled workers who cannot be made fit for normal employment.
44. Information should be assembled by the employment service in regard to the occupations particularly suited to different disabilities and the size, location and employability of the disabled population.

XI. Regularisation of Employment in Particular Industries

45. In industries in which operations are irregular, such as construction and port transport, the schemes for the regularisation of employment adopted or extended during the war by Member States should be maintained and adapted to peacetime conditions in consultation with the employers' and workers' organisations concerned.

Annex 3 (A): List of ongoing ILO activities in conflict-affected countries

* abstracts of the projects are available

Countries	Title & N° of project	Responsible ILO office/branch	Duration	Target group(s)	Project partners	Source of funding
Angola	Vocational Training and Micro Enterprise Promotion for Demobilized Soldiers (N° ANG/95/B05) *	Technical Cooperation Team (COTEF)	Sept.1996-December 1997	<ul style="list-style-type: none"> Demobilized soldiers and war disabled 	<ul style="list-style-type: none"> Norway, Netherlands and Sweden Implementing Agency: ILO Executing Agency: Ministry of Social Assistance and Reintegration 	UNDP, Government of Norway, Netherlands and Sweden
Azerbaijan	Training, Employment and Income Generation-Promotion in Depressed Areas (AZE/96/002) * Pilot Project	Technical Cooperation Team (COTEF)	January 1997-January 1998	<ul style="list-style-type: none"> Staff of the Employment Department of the Ministry of Labour and Employment Refugees, internally displaced persons, and redundant workers 	<ul style="list-style-type: none"> Govt. Executing Agency: Ministry of Labour and Social Protection Cooperating National Agency: <ol style="list-style-type: none"> Ministry of Education, State Committee on Antimonopoly Policy, State Committee for refugees Cooperating Intern. Agency: ILO 	UNDP
Bosnia-Herzegovina	1. Vocational Training to support the National Employment Programme in Bihac (N° BIH/037/A/13/11) *	Technical Cooperation Branch (COTEF)	March 1997-March 1998	<ul style="list-style-type: none"> Physically disabled, refugees, displaced and demobilized soldiers and women 	<ul style="list-style-type: none"> Govt. Implementing Agency: Employment Institute Executing Agency: ILO 	UNDP IPF
	2. Vocational Training to support the National Employment Programme in Gorazde (N° BIH/97/041/01/11) *	Technical Cooperation Branch (COTEF)	June 1997-June 1998	<ul style="list-style-type: none"> Physically disabled, refugees, displaced and demobilized soldiers and women 	<ul style="list-style-type: none"> Govt. Implementing Agency: Employment Institute Executing Agency: ILO 	UNDP IPF, Japanese Government

Countries	Title & N° of project	Responsible ILO office/branch	Duration	Target group(s)	Project partners	Source of funding
Bosnia-Herzegovina	Programme for Rehabilitation and Social Sustainability (N° BIH/96/025) (PROGRESS/ B&H)	Enterprise and Cooperative Development Department (ENTERPRISE)	March 1996-April 1999	<ul style="list-style-type: none"> • People of the Canton of Bihac and the region of Banja Luka 	<ul style="list-style-type: none"> • Institutional counterparts: Multisectorial at National and local level; 	UNDP and Italian Government
Cambodia	Alleviation of Poverty through ACLEDA's Financial Services (N° CMB/95/010) *	Enterprise and Cooperative Development Department (ENTERPRISE)	October 1995-December 1999	<ul style="list-style-type: none"> • Potential entrepreneurs and self-employed persons in the informal sector with priority given to woman. • Internally displaced persons and demobilized soldiers 	<ul style="list-style-type: none"> • Implementing Agency: ILO • Executing Agency: ILO • National Counterpart Inst.: ACLEDA 	UNDP
Cambodia	Employment and Income Generation Through Vocational Training and Small/Micro Enterprise Promotion in the Provinces of Battambang, Pursat and Banteay Meanchey (N° CMB/95/M01/EEC)	Enterprise and Cooperative Development Department (ENTERPRISE)	18 October 1995-31 October 1997	<ul style="list-style-type: none"> • Focus on gender • Disabled and persons from among the socially and economically disadvantaged groups 	<ul style="list-style-type: none"> • Executive Agency: ILO 	EC
Central America: <i>Belize, Costa Rica, El Salvador, Guatemala, Honduras, Nicaragua, Panama</i>	Promotion of a locally sustainable Human Development (N° CAM/96/003) (PROGRESS Centro America)	Enterprise and Cooperative Development Department (ENTERPRISE) (ILO is only responsible for the Local Economic Development component)	December 1996-November 1998	<ul style="list-style-type: none"> • Refugees, returnees and displaced persons 	<ul style="list-style-type: none"> • Executing Agency: UNOPS • Institutional counterparts: Multisectorial at National and local level; at central american level: Secretaria de Integracion social 	UNDP and Italian Government

Countries	Title & N° of project	Responsible ILO office/branch	Duration	Target group(s)	Project partners	Source of funding
Croatia	Rehabilitation and Sustainable Development of War-torn Areas (N° CRO/96/002)	Enterprise and Cooperative Development Department (ENTERPRISE) (ILO is only responsible of the Local Economic Development Component)	June 1996- April 1999	<ul style="list-style-type: none"> Sybenik Region and Western Slavonia (from the second half of 1997) 	<ul style="list-style-type: none"> Institutional Counterparts: Multisectorial at national and local level 	UNDP
Ethiopia	Tigray and Wollo Road rehabilitation (N° ETH/95/M01/ITA) *	Development Policy Branch (POL/DEV)	June 1997- (28 months)	<ul style="list-style-type: none"> Inhabitants of isolated rural communities 	<ul style="list-style-type: none"> Responsible Government Agency: Ministry of Economic Dev. and Cooperation of the Government of Ethiopia; Rural Roads Department of the Ethiopian Roads Authority Executing Agency: ILO 	Government of Italy
Haiti	Programme de Reconstruction et Durabilité Sociale dans le Nord-Ouest (N° HAI/94/013) - PROGRESS Haiti -	Enterprise and Cooperative Development Department (ENTERPRISE) (ILO is only responsible of the Local Economic Development Component)	July 1995- June 1999	<ul style="list-style-type: none"> The Department of Nord-Ouest (because it was the most affected area by the violence during the conflict) 	<ul style="list-style-type: none"> Institutional Counterpart: Multisectorial at national and Local level 	UNDP and Japan
Haiti	Support of basic initiatives for urban and rural employment promotion (HAI/95/024/A/01/99)	Enterprise and Cooperative Development Department (ENTERPRISE)	January 1996- (18 months)	<ul style="list-style-type: none"> Artisans of small enterprises in rural and urban areas Women in charge of trade activities 	<ul style="list-style-type: none"> Executing Agency: Ministère de la Planification et de la Cooperation Externe (MPCE) Cooperating Agency: ILO Associative Agency: Programme Micro-Projects/Union Européene 	PMP-UE

Countries	Title & N° of project	Responsible ILO office/branch	Duration	Target group(s)	Project partners	Source of funding
Haiti	Support to development of cooperative sector (N° HAI/95/014/A/01/99)	Enterprise and Cooperative Development Department (ENTERPRISE)	October 1995- (18 months)	<ul style="list-style-type: none"> Grass-roots organization Local development monitors The National Council of cooperatives Services of M.C.F.D.F and l'U.C.A.O.N.G. 	<ul style="list-style-type: none"> Executing Agency: Ministère de la Planification et de la Coopération Externe - Conseil National des Coopératives (C.N.C.) Cooperating Agency: ILO 	UNDP
Indochina	ILO-Japanese Project for Strengthening of Labour Administration for Employment Promotion and Human Resources Development in Indochina - Vietnam and Cambodia (RAS/95/M11/JPN)	Technical Cooperation team (COTEF)	September 1996- (5 years)	<ul style="list-style-type: none"> Vulnerable groups as women, youth, and disabled persons 	<ul style="list-style-type: none"> Executing Agency: ILO 	Government of Japan
Lebanon	Rehabilitation and Development of Accelerated Training Programme in Lebanon (N° LEB/92/015) *	Aboubakr Badawi, ILO Country Representative, Kuwait	October 1993 (still in implementation)	<ul style="list-style-type: none"> Displaced and unemployed youth 	<ul style="list-style-type: none"> Implementing Agency: Ministry of Labour Executive Agency: ILO 	UNDP and Lebanese Government
Liberia	Vocational Training for Employment and Self-Employment (N° LIR/95/005) *	Technical Cooperation Team (COTEF)	January 1996- January 1998	<ul style="list-style-type: none"> Ex-combatants and other conflict-affected persons who will receive training 	<ul style="list-style-type: none"> Executing Agency: ILO Steering Committee: Min. of Labour; Min. of Youth; Min. of Planning & Econ. Affairs; UNDP; ILO; WFP 	UNDP
Mali	Support of the Peace Process in the North of Mali (MLI/96/B01/56) *	Technical Cooperation Team (COTEF)	November 1996-July 1997	<ul style="list-style-type: none"> Ex-combatants and other conflict-affected persons 	<ul style="list-style-type: none"> Implementing Agency: Government of Mali Executing Agency: ILO 	UNDP, Government of Netherlands and USA
Mozambique	Reintegration of Demobilized Soldiers (N° MOZ/94/B01) *	Enterprise and Cooperative Development Department (ENTERPRISE)	July 1995- June 1997	<ul style="list-style-type: none"> Demobilized soldiers Disabled demobilized soldiers 	<ul style="list-style-type: none"> Implementing Agency: Commission for the Reintegration of demobilized soldiers (CORE). Thereafter the Government of Mozambique Co-operating Agency: ILO 	Government of Sweden and Netherlands

Countries	Title & N° of project	Responsible ILO office/branch	Duration	Target group(s)	Project partners	Source of funding
Mozambique	Management Assistance to Feeder Roads Programme (Extension project) (N° MOZ/96/013) *	Development Policy Branch (POL/DEV)	January 1997- December 1999	<ul style="list-style-type: none"> • <u>Individually</u>: the under-privileged and unemployed, refugeeed, agricultural producers and traders, and the rural population. • <u>Institutionally</u>: the National Directorate of Roads and Bridges 	<ul style="list-style-type: none"> • Government Executing Agency: National Directorate of Roads and Bridges (DNEP); Ministry of Public Works and Housing • Executing Agency: ILO 	UNDP and Swedish International Development Cooperation
Palestine	Integrated Small Enterprise Development at the Palestinian Chambers of Commerce (N° PAL/95/M04/ITA) *	Entrepreneurship and Management Development Branch (ENT/MAN)	April 1997- (2 years, with possible 2nd phase)	<ul style="list-style-type: none"> • Small business community in the WBGS in the four pilot regions • The Federation and its member chambers in the four pilot areas • Also entrepreneurs not holding membership of the Chambers will be potential beneficiaries 	<ul style="list-style-type: none"> • Implementing Agency: Federation of Palestinian Employers • Executing Agency: ILO 	Italian Government
Sierra Leone	Development of labour-based small scale contractors for the rehabilitation of feeder roads in Tonkolili, Port Loko and Kambia district (N° SIL/93/IDA)	Development Policy Branch (POL/DEV)	July 1996- December 1998	<ul style="list-style-type: none"> • Rural farming communities; - Cattle breeder to receive veterinary advice; • Rural workers, including women; • Rural transport organizations; • Small entrepreneurs including women 	<ul style="list-style-type: none"> • Implementing Agency: Feeder Road Directorate of the SLRA • Executing agency: ILO 	World Bank
Sudan	Nyala - Idd El Fursan Track Improvement (N° SUD/95/C01) *	Development Policy Branch (POL/DEV)	July 1997- (3 years)	<ul style="list-style-type: none"> • Traders and vehicle operators who buy cereals, groundnuts and vegetables 	<ul style="list-style-type: none"> • Implementing Agency: Government of Sudan and UNDP • Executing Agency: ILO 	UNCDF and UNDP

Countries	Title & N° of project	Responsible ILO office/branch	Duration	Target group(s)	Project partners	Source of funding
Ukraine	Crimea Integrated Development Programme (N° UKR/95/006) - CIDP	Enterprise and Cooperative Development department (ENTERPRISE) (The ILO is only responsible for the Local Economic Development Component)	August 1995- July 1998	<ul style="list-style-type: none"> Main Tartars and other minorities settlements in the Crimea Republic 	<ul style="list-style-type: none"> Associate Agency: ILO Executing Agency: UNDP 	UNDP and Switzerland

Annex 3 (B): List of completed ILO activities in conflict affected countries

* abstracts of the projects are available

Countries	Title & N° of project	Responsible ILO office/branch	Duration	Target group(s)	Project partners	Source of funding
Afghanistan	Employment support services for the disabled (N° AFG/86/020) *	Vocational Rehabilitation Branch (F/REHAB)	July 1989- End of 1994	<ul style="list-style-type: none"> Disabled persons 	<ul style="list-style-type: none"> Government Implementing Agency: <ol style="list-style-type: none"> Ministry of Public Health (1989-1991); Ministry of Labour and Social Affairs (1991-1994) Executing Agency: ILO Other partners: Cooperation with the Disabled Afghans Project (DAP), e.g. Radda Barnen (Save the Children, Sweden) 	UNDP
Afghanistan	Umbrella project for occupational skills training of Afghans (N° PAK/90/01/OCA & PAK/91/01/OCA) *	Technical Cooperation Team (COTEF)	Febr. 1990- January 1992 & January 1992- December 1994	<ul style="list-style-type: none"> Afghan refugees in refugee camps in Pakistan and communities in Afghanistan Local staff 	Executing Agency: ILO	Government of Japan through UNOCA
Cambodia	Vocational Training for Employment Generation (N° CMB/92/020) *	Area Office, Bangkok	January 1993- October 1996	<ul style="list-style-type: none"> Returning internally displaced persons and war affected local population. At the policy level: senior officials for relevant planning and functional ministries; At the operational level (i.a.): planners, technicians, instructors, administrators. 	<ul style="list-style-type: none"> Executing Agency: ILO Counterpart Agency: Supreme National Council Other partners: <ul style="list-style-type: none"> NGO's: Cambodian Coordination Committee, APHEDA, COERR, Don Bosco, CARERE Government: Ministry of Education; Ministry of Posts and Telecommunications, Ministry of Planning 	UNDP, Dutch Government and EC

Countries	Title & N° of project	Responsible ILO office/branch	Duration	Target group(s)	Project partners	Source of funding
Cambodia	Small Enterprise Development in Demobilization and Reintegration (N° CMB/92/010) *	Enterprise and Co-operative Development (ENTERPRISE)	May 1992- May 1994	<ul style="list-style-type: none"> Returnees, demobilized soldiers, internally displaced persons 	<ul style="list-style-type: none"> Implementing Agency: ILO Executing Agency: ILO National Counterpart Inst.: ACLEDA 	UNDP, Dutch Government, EC
Cambodia	Labour intensive Infrastructure rehabilitation project (N° CMB/92/008) *	Development Policy Branch (POL/DEV)	May 1992- December 1995	<ul style="list-style-type: none"> Returnees, demobilized soldiers, internally displaced persons 	<ul style="list-style-type: none"> Executing Agency: ILO Counterpart Agency: Supreme National Council 	UNDP, Dutch Government
Mozambique	Management Assistance of Feeder Roads Programme (N° MOZ/91/007) *	Development Policy Branch (POL/DEV)	January 199- December 1996	<ul style="list-style-type: none"> The under-privileged and unemployed, the refugees, agricultural producers and traders, as the rural population 	<ul style="list-style-type: none"> Government Implementing Agency: National Directorate of Roads and bridges, Ministry of Construction and water; Executing Agency: ILO 	UNDP
Namibia	Vocational Rehabilitation of War victims and other disabled Namibians (N°ILO/NOR/81/NAM/1)*	Vocational Rehabilitation Branch (F/REHAB)	August 1982- August 1987	<ul style="list-style-type: none"> Physically disabled persons and trainers 	<ul style="list-style-type: none"> Implementing Agency: Department of Health and Social Welfare of the South West Africa People's Organization Executing Agency: ILO Co-ordinating Authority: Office of the Commissioner for Namibia 	Government of Norway/ILO, UNHCR, Diakonisches Werk der EKD
Namibia	Assistance to the United Nations Vocational Training Centre for Namibia (N° NAM/86/005)	Technical Cooperation Team (COTEF)	May 1987- June 1991	<ul style="list-style-type: none"> SWAPO personnel and SWAPO communities in countries of asylum 	<ul style="list-style-type: none"> Implementing Agency: United Nations Vocational Training Centre for Namibia (UNVTCN) Executing Agency: ILO 	UNDP
Namibia	Establishment of a National Vocational Training System (N° NAM/90/009) *	Technical Cooperative Team (COTEF)	Sept. 1991- August 1993	<ul style="list-style-type: none"> People who had suffered the apartheid regime. Especially women and youth and agricultural and domestic workers. 	<ul style="list-style-type: none"> Executive Agency: ILO Coordinating Agency: The Ministry of Labour and Manpower Development 	UNDP

Countries	Title & N° of project	Responsible ILO office/branch	Duration	Target group(s)	Project partners	Source of funding
Namibia	Vocational Skill Training and Employment Creation for disabled Namibians (N° NAM/87/M01/NOR) *	Vocational Rehabilitation Branch (F/REHAB)	October 1987-1991	<ul style="list-style-type: none"> Physically disabled war victims and other disabled Namibians between the age of 20 and 35 years, both male and female 	<ul style="list-style-type: none"> Government Implementing Agency: SWAPO Dept. of Health and Social Welfare (until independence); Ministry of Lands, Resettlement and Rehabilitation (March 1990) Executing Agency: ILO 	Government of Norway
Nicaragua	Nicaragua. Technical cooperation programme for the vocational training development through INATEC (N° NIC/90/M02/NET)	Technical Cooperation Team (COTEF)	May 1991-Dec. 1994	<ul style="list-style-type: none"> INATEC personnel Nicaraguan officials dealing with the vocational training issues 	<ul style="list-style-type: none"> Implementing Agency: ILO International Executing Agency: ILO National Executing Agency: INATEC 	US-Government
Zaire	Technical Assistance Programme for the rehabilitation and maintenance of feeder roads (N° ZAI/90/002/01/11)	Development Policy Branch (POL/DEV)	January 1991-(4 years)	<ul style="list-style-type: none"> Users of the routes Unemployed persons in areas where the project will be implemented rural population 	<ul style="list-style-type: none"> Government Implementing Agency: Département de l'Administration du Territoire et de la Décentralisation Executing Agency: ILO 	UNDP, World Bank and Government of Zaire
Zimbabwe	Vocational Rehabilitation of disabled persons (N° ILO/ZIM/82/002) *	Vocational Rehabilitation Branch (F/REHAB)	May 1984-July 1986	<ul style="list-style-type: none"> Disabled persons and trainers 	<ul style="list-style-type: none"> Executing Agency: ILO NGO's: National Association of Societies for the Care of the Handicapped (NASCOH) 	UNDP, ILO