International Labour Organization

Employment and decent work in the Humanitarian-Development-Peace Nexus

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Foreword

Social justice and decent work are key to long-lasting peace and stability. Since 1919 and its foundation, the ILO has continued to prove its raison d'être posed by the challenges of war, conflict, terrorism and violence through its advocacy in the promotion of social justice through the world of work. The ILO was built on this principle and carved into the foundation of its first headquarters are the words "si vis pacem, cole justitiam" - "If you desire peace, cultivate justice". Over one hundred years on from the founding of the ILO, we are still facing similar challenges, but the world is even more complex nowadays.

In a world of multiple crises, conflict and violence interact with the conditions created by additional stress such as climate change, that give rise to fragility, and the increasing frequency and intensity of disasters. This in turn can create more grievances, with limited opportunities, also leading at times to more violence and conflicts. In 2017, the ILO adopted the international labour standard to guide its constituents in addressing world-of-work issues in crisis contexts. Recommendation No. 205 on Employment and Decent Work for Peace and Resilience (2017) acknowledges that the new millennium has brought unique circumstances and new challenges, many of which contribute to or catalyse fragile situations. It is a landmark instrument for dealing with situations at the crossroads of humanitarian assistance, peacebuilding, disaster-response and development.

A humanitarian crisis resulting from conflict or disaster can be an entry point for the ILO to proactively engage with a country at an early stage and plant the seeds of sustainable approaches. From the perspective of the world of work, the issue is to understand the impact of fragility on labour markets and governance, and to analyse the root causes of fragility and to evaluate how the ILO´s interventions can help labour market actors prevent and mitigate the effects of adverse shocks on employment and decent work, foster recovery efforts and grasp opportunities for reducing fragility.

Building on the previous versions, this thoroughly revised guide reiterates the central role and capacity of the ILO in situations of fragility, conflict and disaster and specifically in the Humanitarian-Development-Peace Nexus. It introduces key concepts and definitions characterizing situations of this kind, providing practical instructions and guidance, and outlines multidisciplinary approaches to recovering, creating and protecting decent work opportunities in these settings.

The guide is based on practical experience and good practices derived from ILO interventions. It presents what the ILO has to offer in these contexts and provides guidance for engaging in country-level response. The document also contains a wide array of case studies illustrating past ILO interventions, and accompanies the user through each stage of the crisis response. The guide is complementary to the ILO Standard Operating Procedures for ILO crisis response released in spring 2021. In addition, the chapters include practical tools, manuals, reports and evaluations providing further good practices and more in-depth information on specific topics.

In light of Recommendation No. 205 and the UN Reform, this guide takes into account the most recent developments and lessons learned in the global context. Among other things, the guide features new guidance on the relationship between employment and decent work programming and peacebuilding, the ILO's work in the Humanitarian-Development-Peace (or triple) Nexus, recent case studies and an increased emphasis on gender as a cross-cutting theme.

We hope that the guide will continue to serve as a valuable resource, giving practical guidance and helping ILO officials, constituents and partners to better understand their roles and involvement in promoting peace and resilience through employment-based policies and programmes.

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List of acronyms

ACT/EMP	Bureau for Employers' Activities
ACTRAV	Bureau for Workers' Activities
AIMS	Approach to Inclusive Market Systems
BBB	Build Back Better
BCP	Business continuity plan
BDS	Business development services
CCA	Common Country Analysis
CCDP	Graduate Institute's Centre on Conflict, Development and Peacebuilding (in Geneva)
CERF	Central Emergency Response Fund
CHF	Common Humanitarian Fund
COOP	ILO Cooperatives Unit
CSPR	ILO Coordination Support Unit for Peace and Resilience
CWGER	Cluster Working Group on Early Recovery
DCOMM	ILO Department of Communication and Public Information
DDR	Disarmament, demobilization and reintegration
DEVINVEST	ILO Development and Investment Branch
DGO	UN Development Group Office
DIALOGUE	ILO Social Dialogue and Tripartism Unit
DRR	Disaster risk reduction
DWCP	Decent Work Country Programme
DWT	ILO Decent Work Team
EBMO	Employer and business membership organization
EESE	Enabling Environment for Sustainable Enterprises
EIIP	ILO Employment-intensive investment programme
EMPLAB	ILO Employment, Labour Markets and Youth Branch
ERC	Emergency Relief Coordinator
FAO	Food and Agriculture Organization
FSP	Financial service provider
FTS	Financial Tracking Service
FUNDAMENTALS	ILO Fundamental Principles and Rights at Work Branch
GCER	Global Cluster for Early Recovery
GEDI	ILO Gender, Equality, Diversity and Inclusion Branch
GFDRR	World Bank Global Facility for Disaster Reduction and Recovery
gFSC	Global Food Security Cluster
GREEN	ILO Green Jobs Programme
HC	Humanitarian coordinator
HCT	Humanitarian country team
HDPN	Humanitarian-Development-Peace Nexus

HNO	Humanitarian needs overview
HPC	Humanitarian programming cycle
HRP	Humanitarian response plan
HSTF	Human Security Trust Fund
IASC	Inter-Agency Standing Committee
ICCG	Inter-Cluster Coordination Group
IDPs	Internally displaced persons
IFIs	International financial institutions
ILO	International Labour Organization
IMF	International Monetary Fund
IOM	International Organization for Migration
IPEC	International Programme on the Elimination of Child Labour
IRC	International Rescue Committee
IRTAP	Income Recovery Technical Assistance Programme
IRP	International Recovery Platform
ITP I	ndigenous and tribal peoples
ISDR	International Strategy for Disaster Reduction
JNA	Joint needs assessment
JPR	Jobs for Peace and Resilience (ILO Flagship Programme)
LABADMIN/OSH	ILO Labour Administration, Labour Inspection and Occupational Safety and Health Branch
LED	Local economic development
LER	Local economic recovery
MDGs	Millennium Development Goals
MDTF	Multi-Donor Trust Fund
MIGRANT	ILO Labour Migration Branch
MIRA	Multi-cluster/sector initial rapid assessment
MNEs	Multinational enterprises
MSMEs	Micro, small and medium-sized enterprises
MULTI	ILO Multinational Enterprises and Enterprise Engagement Unit
MULTILATERALS	ILO Multilateral Cooperation Department
NAF	Needs analysis framework
NEEP	National Emergency Employment Programme
NGOs	Non-governmental organizations
OCHA	UN Office for the Coordination of Humanitarian Affairs
OECD	Organisation for Economic Co-operation and Development
OSH	Occupational safety and health
PARDEV	ILO Partnership and Field Support Department
PBSO	Peacebuilding Support Office
PBF	Peacebuilding Fund
PCA	Peace and conflict analysis
PDNA	Post-disaster needs assessment
PROCUREMENT	ILO Procurement Bureau

PROGRAM	ILO Strategic Programming and Management Department
PRSP	Poverty reduction strategy paper
QIA	Quick impact assessment
RC/HC	Resident coordinator/Humanitarian coordinator
REIPs	Rapid employment impact projects
RFTF	Results-focused transition framework
RIRF	Rapid income recovery framework
RO	ILO Regional office
RPBA	Recovery and peacebuilding assessment
SDGs	Sustainable Development Goals
SECTOR	ILO Sectoral Policies Department
SECURITY	ILO Security Unit
SIYB	Start and Improve Your Business
SKILLS	ILO Skills and Employability Branch
SLS	Security level system
SME	ILO Small and Medium Enterprises Unit
SMEs	Small and medium-sized enterprises
SMT	Security Management Team
SFP	ILO Social Finance Programme
SOCPRO	ILO Social Protection Department
SPF	Social protection floor
SRFF	Standby Recovery Financing Facility
SRM	Security risk management
STATISTICS	ILO Department of Statistics
TCG	Technical Crisis Group
UNCT	United Nations Country Team
UNDAF	United Nations Development Assistance Framework
UNDG	United Nations Development Group
UNDP/BCPR	United Nations Development Programme/Bureau for Crisis Prevention and Recovery
UNDSS	United Nations Department of Safety and Security
UNIDSR	United Nations Office for Disaster Risk Reduction
UNHCR	United Nations High Commission for Refugees
UNICEF	United Nations Children's Fund
UNOPS	United Nations Office for Project Services
UNSDCF	United Nations Sustainable Development Cooperation Framework
UNSMS	United Nations Security Management System
WB IDA	World Bank International Development Association
WB/WBG	World Bank/World Bank Group
WFP	World Food Programme
WHO	World Health Organization

Introduction

Increasing resilience, especially for the 23 per cent of the world's poor who live in fragile settings, must be a prime focus in efforts to achieve the Sustainable Development Goals (SDGs). This guide is intended to support practitioners working in situations of fragility, conflict and disaster by providing information and guidance on the ILO's role and best practices in these contexts.

The ILO has been responding to conflicts and disasters since its foundation, and has always highlighted the role of socio-economic policies and programmes in peacebuilding and recovery. Recommendation No. 205 on Employment and Decent Work for Peace and Resilience,[1] adopted by the International Labour Conference in 2017, expands the scope of the previous normative instrument to include internal conflicts and disasters. It also broadens and updates the guidance on employment and other elements of the Decent Work Agenda, taking into account the current global context and the complex and evolving nature of contemporary crises, as well as the experience gained by the ILO and the international community in crisis response over recent decades. The Decent Work Agenda is an essential element of the Humanitarian-Development-Peace Nexus where employment, decent working conditions, social protection and social dialogue can contribute to peace and resilience.

The ILO Centenary Declaration on the Future of Work,[2] also reiterates the importance of the ILO's work in promoting peace and resilience in fragile, conflict and disaster settings. Adopted by the International Labour Conference in 2019, its Preamble states that "persistent poverty, inequalities and injustices, conflict, disasters and other humanitarian emergencies in many parts of the world constitute a threat [...] to securing shared prosperity and decent work for all".

Interventions to build the capacities of institutions and constituents, particularly at the grass-roots level, are mentioned as particularly needed and appreciated in supporting the transition from the post-crisis to the recovery and sustainable-development phase. These types of intervention are reported to be particularly effective in post-crisis contexts, as they contribute to strengthening capacity, developing skills and therefore building resilience to future shocks.

Finally, it is crucial to stress that ILO involvement in situations of fragility, conflict and disaster is managed by many branches of the Office. Country responses are coordinated mainly by regional and country offices, and therefore this guide is a living document that relies on future inputs prompted by the direct experience of its readers and users.

The guide is intended for all ILO staff, constituents and partners involved in the planning, programming, support and implementation of ILO involvements in crisis settings. The purpose of this document is to provide both guidance and advocacy for early ILO engagement in situations of fragility, conflict and disaster.

As part of the effort to operationalize Recommendation No. 205, in mid-2019 the Office established a dedicated unit to facilitate ILO positioning in crisis settings: the Coordination Support Unit for Peace and Resilience (CSPR) within the DEVINVEST Branch of the Employment Policy Department. The CSPR provides support to ILO constituents and ILO field offices in crisis preparedness and response. In operationalizing Recommendation No. 205, the Unit also supports ILO constituents and staff to promote synergies and joint programming with other UN-system agencies, as well as private and non-governmental entities. In addition, the Unit works on knowledge development and capacity-building; the guide is an outcome of this area of its work.

1 Brochure: Employment and Decent Work for Peace and Resilience Recommendation, 2017 (No. 205)
2 ILO Centenary Declaration for the Future of Work

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Fragility, conflict, disaster, resilience and peace: an introduction

This chapter provides an overall picture of the drivers of fragility and the characteristics of conflict and post-disaster settings. The chapter also presents an introduction to resilience, preparedness, disaster risk reduction and sustainable peace. Throughout the chapter, definitions of key concepts are suggested.

1.1. Drivers of fragility

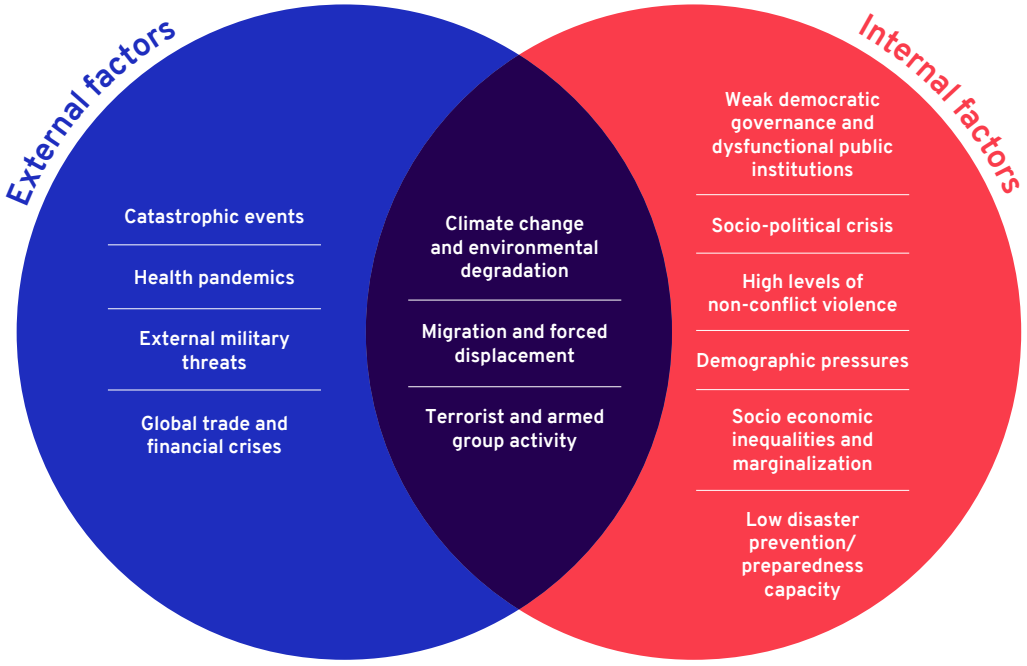
We often think of a crisis as a sudden event: an earthquake, a financial crash, an armed uprising. But other crises – environmental degradation and pandemics, for example – may progress over many months, or even years, before they reach full-blown crisis status, and may not reach that point at all in countries that are sufficiently prepared. While some crises may originate externally, others can grow within a country, often due to weak or dysfunctional governance. Typically, external and internal factors exacerbate one another to create an ongoing fragile situation.

Fragility increases the risk of possible shocks – a consideration that should inform programming decisions. Given the probable repercussions of fragility on employment and decent work – including rights at work, social protection and social dialogue – it may be necessary to adapt interventions, and prioritize and combine short- and long-term measures, in order to contribute to crisis mitigation, recovery and resilience. Figure 1.1 is a brainstorming aid for practitioners having to consider a range of possible drivers of fragility that impact the programming context.[3]

Tool 1.1 – Report: Employment and Decent Work in Fragile Settings: A Compass to Orient the World of Work, ILO/CCDP, 2015

3 In 2015, an ILO research project in cooperation with the Graduate Institute's Centre on Conflict, Development & Peacebuilding (CCDP) identified drivers of fragility and divided them into endogenous and exogenous. Fragility can be caused by a combination of these factors.

▶ **Figure 1.1. Exogenous and endogenous drivers of fragility**[4]



The term "fragile states" has been used by practitioners and academics to describe a range of different countries characterized by delicate or extremely vulnerable conditions. Similar labels – states in chronic conflict, states in crisis, transitional states, collapsed states, weak states, failed states – have also been applied in the past to countries that suffer from recurring cycles of poverty and violence.

Several organizations and institutions have adopted approaches to defining and measuring fragility, such as the Organisation for Economic Cooperation and Development's (OECD) States of Fragility platform and framework. So far, however, there has not been an agreed definition of fragility, and the term does not necessarily define states as a category; it can also refer to pockets or situations of fragility, or fragility contexts within or across borders. Most definitions (see Tool 1.2) describe fragile states as being characterized by the weak delivery or absence of state functions and services (security, welfare, inequality, justice, representation and so on).

Tool 1.2 – Factsheet: Selected definitions and characteristics of fragile states, FSDR/DEVINVEST, 2016

Tool 1.3 – Factsheet: List of fragility indices, FSDR/DEVINVEST, 2016

Tool 1.4 – Report: States of Fragility 2020, OECD Publishing, Paris

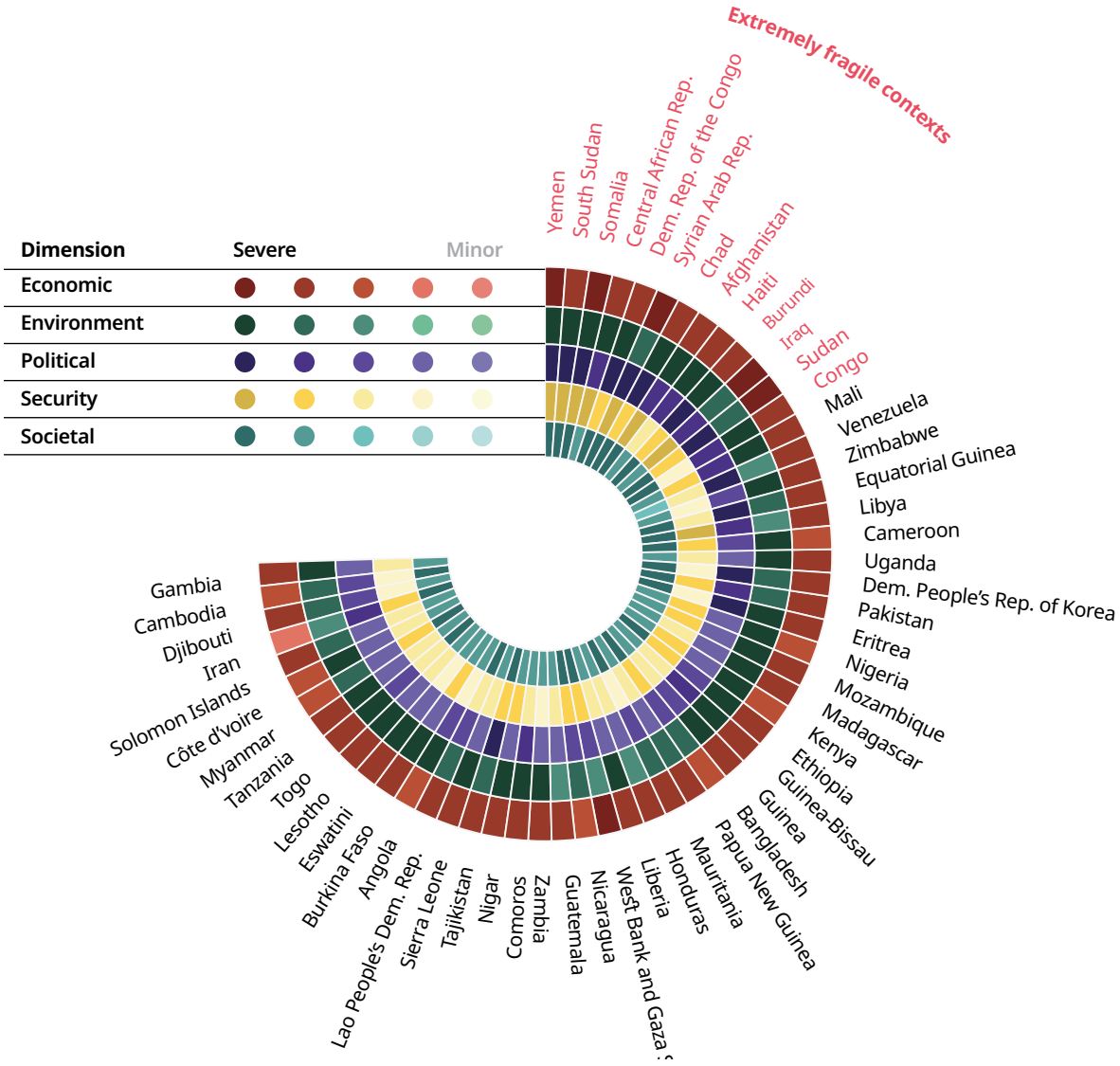
Just as definitions of state fragility differ, so do the measurements and ranking systems employed. As Tool 1.3 suggests, different research institutions use different indicators and ranking methods to measure different things, and consequently produce different annual fragility rankings or indices. Of note here is the Harmonized List of Fragile Situations published annually by the World Bank Group's (WBG) Fragile, Conflict and Violence Group, which has evolved as the WBG's understanding of the development challenges in countries affected by violence and instability has matured.[5] On the other hand, the

4 The figure is adapted from *Employment and Decent Work in Fragile Settings: A Compass to Orient the World of Work*, ILO/CCDP, 2015.

5 The World Bank Group's (WBG) Fragile, Conflict and Violence Group (formally the Center on Conflict, Security, and Development (CCSD) publishes a list of fragile and conflict-affected situations annually. The first such list was compiled in the fiscal year 2006 and the title has undergone a series of changes: from the Low-Income Countries Under Stress List (LICUS) (2004–08) to the Fragile States List (2009-10), the Harmonized List of Fragile Situations (2011-2020), and currently the List of Fragile and Conflict-Affected situations (from 2020).

OECD has stopped ranking fragile states since it published its "States of Fragility Report" in 2015. To better reflect the complexity of situations of fragility, and highlight contexts that require differentiated attention, in 2016 the OECD introduced a new multidimensional fragility framework that places countries in different positions on a diagram of drivers of fragility.

▶ **Figure 1.2. OECD 2020 States of Fragility Framework**



Source: OECD (2020), States of Fragility 2020*, OECD Publishing, Paris.*

▶ **Fragility** is a combination of exposure to risk and insufficient coping capacity of the state, system, and/or communities to manage, absorb or mitigate those risks. Fragility can lead to negative outcomes, including violence, the breakdown of institutions, displacement, humanitarian crises, or other emergencies.

Source: OECD (2020), States of Fragility 2020, OECD Publishing, Paris.

1.1.1. Making sense of fragility

Practitioners and academics have increasingly voiced concerns over the implications of applying the term "fragile" indiscriminately to a range of different countries and situations. In practical terms, if a country or setting is considered "fragile", how does that affect our work in those circumstances?

The term "fragility" is increasingly used in both development and humanitarian circles to describe all sorts of intervention settings, to the point where the label risks becoming an all-encompassing and substance-depleting buzzword. Many observers also point to the potentially damaging effects of labelling a state "fragile". Such labels are likely to be perceived as negative and may have unintended consequences. For example, external actors may be discouraged from investing and thereby contribute to a country's international isolation; and/or, donor agencies may doubt the effectiveness of providing aid to countries labelled as fragile, withdraw funding, and thereby create "international aid orphans". Labelling a state as "fragile" is therefore a delicate political exercise and always involves judgement.

There is clearly a strong correlation between conflict and fragility. Many drivers of fragility, such as state weakness and low incomes, are also likely to give rise to conflict. It is important to realize that conflict-affected and fragile situations are by definition dynamic and may at any time move into, out of and across the spectrum of fragility. Differences between countries that are in the process of recovery and those that are subject to protracted crisis may well be concealed by universal application of the term "fragile".

Fragility is most commonly associated with situations involving armed conflict, and in many respects the post-conflict, failing state of the 1990s is today's "fragile state" in need of "stabilization". However, not all states experiencing conflict are fragile, as the example of India shows: the country is faced with a number of internal conflicts but does not score highly on common fragility indices. In fact, it is the world´s fastest-growing economy.

Finally, it is important to recognize that the very concept of fragile states lies at the heart of the Humanitarian-Development-Peace Nexus. Despite the lack of empirical evidence, fragile states are often considered safe havens for terrorism and are thus perceived as a threat to global peace and security. Channelling development cooperation to states defined as "fragile" has become part of national and global security agendas to "prevent" terrorism and "stabilize" countries in crisis. The concept of fragile states therefore blurs the line between security and development and requires that development agencies carefully consider the underlying political aims of development cooperation.

In essence, using the term "fragility" has the merit of shifting the debate on conflict and disaster response from a linear process (under-developed to developed) to a cyclical one, whereby engaging in fragile situations requires a long-term commitment that may involve multiple setbacks. *Fragility is not synonymous with conflict and/or post-conflict situations, but aims to define the societal, political and economic dynamics of prevailing or recurring vulnerability and instability*. Tackling fragility means putting emphasis on prevention measures, in order to mitigate the effects of internal or external shocks and so enhance resilience. There can be a tendency to view "normality" and "crisis" as opposites, to which the appropriate responses are either small-scale development or large-scale humanitarian assistance programmes. But this on-and-off view of crisis masks the reality that many people live perpetually close to the edge of crisis, and that small deviations from the norm may tip them over the edge. Early assistance to stop the collapse of people's livelihoods can in principle prevent escalation to a full-blown crisis.

From the perspective of the world of work, the issue is to understand the impact of fragility on labour markets and governance, and also how to support the ability of labour market actors to provide and/or access employment, livelihoods and decent work opportunities that will in turn reduce fragility.

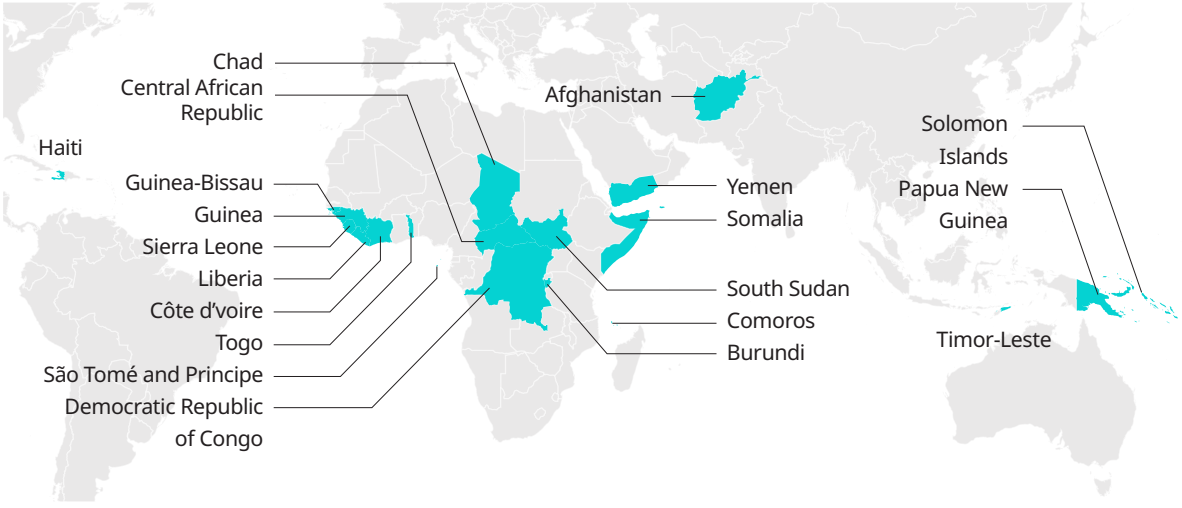
▶ Box 1.1. Fragility in Haiti and Liberia

The international response to Haiti's catastrophic earthquake in 2010 was organized under the rubric of disaster relief, and a series of emergency aid programmes were implemented. However, it became rapidly clear that the earthquake was the "last straw" that tipped the already frail governmental institutions into complete ineffectiveness. In other words, what seemed to be a conventional disaster response actually entailed dealing with weak domestic governance structures. Likewise, the outbreak of cholera shortly after the earthquake was a consequence of the country's inadequate sanitation infrastructure.

Liberia is another case highlighting the complexity and multiplicity of factors that trigger and drive fragility. Most recently, the 2014 Ebola crisis in the West African region contributed an additional dimension to the fragility of the country's institutions and critical infrastructure. This was a typical example of an exogenous factor largely outside the government's control (in this case a health pandemic) exacerbating pre-existing instability and vulnerability.

Source: ILO 2002.

▶ Figure 1.3. Map of g7+ member countries



Source: g7+ website

1.1.2. The g7+ and the New Deal for Engagement in Fragile States

In 2010, the g7+ group of countries was formed in response to failings identified by conflict-affected states in the achievement of the Millennium Development Goals and effective service delivery. Having directly experienced conflict and/or disaster, and seeking to transition to the next stage of development, the members recognized that conflict-affected states are best positioned to learn from one another and collectively advocate for contextually tailored development policies for their countries.

According to the g7+, fragility is defined as "as a period of time during nationhood when sustainable socio-economic development requires greater emphasis on complementary peacebuilding and state-building activities such as building inclusive political settlements, security, justice, jobs, good management of resources, and accountable and fair service delivery". The emphasis is not on weaknesses, but on key areas where countries affected by fragility need to be strengthened. The New Deal for Engagement in Fragile States, adopted at the 4th High Level Forum for Aid Effectiveness in Busan in 2011, aims to respond to some of the above-mentioned challenges. The New Deal marks a shift in global aid discourse, seeking to break with generic donor-driven approaches to development cooperation by taking the unique challenges of conflict-affected and fragile states into account. It answers the questions of WHAT (the Peacebuilding and Statebuilding Goals), WHO (Putting fragile states in the lead) and HOW (Building mutual trust and strong partnerships).

For the g7+, programme implementation in settings of fragility, conflict and disaster need to be built upon its Peacebuilding and Statebuilding Goals (PSGs). This is of particular interest, as they imply that *a focus on employment and decent work can help countries break out of fragility cycles*.[6] Such thinking is reflected in PSG 4 of the New Deal, which emphasizes the importance of "laying the economic foundations to generate employment and improve livelihoods" as part of its wider peacebuilding and statebuilding agenda.

Tool 1.5 – Review: Independent Review of the g7+, Isabel Rocha de Siqueira, BRICS Policy Center - International Relations Institute (PUC-Rio), 2019

1.2. Armed conflict and conflict settings

The term "conflict" is often used to define contestation, competition, disputes and tensions, as well as manifest clashes between social forces.[7] Conflicts in themselves are not necessarily violent; indeed, they can play an important role in driving progress. The problem is when conflicts become violent or are allowed to fester.[8] While not every conflict is violent, a conflict can also turn into a violent and armed one. International humanitarian law categorizes armed conflict as either international armed conflict (IAC), when two or more states are involved, and non-international armed conflict (NIAC), when the conflict is between a state and one or more non-state armed groups, or between non-state armed groups,[9] as well as other situations of violence that destabilize societies and economies. The majority of conflicts no longer take place between states but within them, and over the past

6 On crisis response by employment and decent work programmes, see Graduate Institute of International Studies, ILO Crisis and Fedi, L. (ed.), *Employment in Response to Crisis. An Analytical Report of the Research Project "Strengthening Employment in Response to Crisis",* Geneva 2005. For a long-term perspective, see ILO, *Local Economic Development Operational Guidelines in Post-Crisis Situations*, Geneva 1997.

7 Schmidt, Stuart M., and Thomas A. Kochan, "Conflict: Toward conceptual clarity", *Administrative Science Quarterly* 17, no. 3 (1972), pp. 359–370.

8 Please refer to International Alert, "Peace Through Prosperity, Integrating Peacebuilding into Economic Development", 2015, p. 8.

9 Please refer to ICRC Opinion Paper, "How is the term 'Armed Conflict' defined in international humanitarian law?", 2008.

two decades civil conflict and violent social unrest have increased.

A military defeat, a formal surrender, a negotiated cessation of hostilities and/or peace talks followed by a peace agreement mark possible ends to a conflict. In such cases, there may be a peace agreement, but fighting often continues at a low level or sporadically, and frequently resumes after a short period. Therefore, the legacy of violent conflict and inability to absorb internal and external shocks often challenges sustained socio-economic development and creates a "state of fragility".

The notion of fragility applies to a diversity of situations at national and sub-national level. States move into, out of and across the spectrum of fragility. They range from countries that are in the process of recovery from conflict and are rebuilding their political and economic institutions to countries where low levels of state effectiveness and economic development seem to be chronic. They also include countries where state-building and economic development are hampered by protracted conflict. In other cases, conflict and turmoil may occur in isolated pockets that can spread and cross borders.

The dynamism of social order as a dynamic of change, instead of a linear progress, is captured by the framework of *pathways for peace* presented in 2018 in a joint study by the United Nations and the World Bank. Between sustainable peace and overt violence, there is a range of situations in which risks to peace and violence manifest together. The pathways-for-peace concept helps to illustrate how the risk of violence and opportunities for peace emerge and change over time. The framework therefore allows for the identification of entry points for addressing risks and taking advantage of opportunities for peace. In line with the 2030 Agenda on Sustainable Development and the UN sustaining peace resolutions, prevention consists in a constant process of mitigating shocks, while making sustained investments to reduce underlying structural and institutional risks.

Fragile settings can further be characterized by increased levels of violence. It is therefore crucial to strengthen legitimate institutions and governance so as to provide citizens with security, justice and jobs, as stated in the World Development Report 2011.

Tool 1.6 – Report: World Development Report: Conflict, Security and Development, World Bank, 2011

Tool 1.7 – Book: Pathways for Peace Inclusive Approaches to Preventing Violent Conflict, United Nations and World Bank, 2018

1.2.1. Characteristics of conflict settings

Armed conflicts are more likely to occur in least developed countries (LDCs) and present unique challenges, characterized by:

weakened institutions and social partners, disrupted social services, poor or malfunctioning economies and significant depletion of capacities at all levels. Compared to post-disaster settings, there will be a greater need for policy support, institutional development and coping capacities;

insecurity at national level, or in pockets, due to an ongoing conflict, often culminating in fragile situations that demand radical changes to the standard design of ILO interventions. Limits to geographical scope, inadequate skilling of projects and, in some cases, the abrupt cessation of activities have caused delays in achieving the defined outcomes of ILO interventions and sometimes have led to failure;

instability at the macroeconomic and microeconomic levels: political instability, high inflation, exchange rate instability and so on;

the destruction of productive and unproductive assets, causing people to flee from their region, which contributes to instability and further vulnerability;

scarcity of human capital, lack of skills, protracted absence of services, lack of accessibility;

lawlessness;

human rights abuses;

the destruction of physical capital, such as roads, markets, the power network, telecommunication systems and so on;

the destruction of social capital. Relationships and community structures are often destroyed, coupled with a loss of confidence and trust in local institutions and formal authorities. There is therefore a great need for social dialogue to rebuild trust in institutions and to support social cohesion, thus contributing to conflict prevention.

Given the wide-ranging devastation and destruction to human, physical, social and natural assets (outlined above), the pace of recovery is usually slower than in post-disaster situations.

A de facto war economy and vested interests may further discourage private investment, particularly in the mining, agriculture, fisheries, forestry and wildlife sectors.

1.3. Disasters and disaster settings

Disasters may arise from hazards (geological, biological, hydro-meteorological) or be induced by human processes (climate change, environmental degradation and technological hazards). They are often described as resulting from a combination of exposure to a hazard, conditions of vulnerability and insufficient capacity or measures to reduce or cope with the potential negative consequences.

Humanitarian emergencies are often the result not just of a recent event, but of the cumulative consequences of a number of previous events, such as recurring or cyclical hazards caused by climate change. These situations are referred to as "slow-onset emergencies". As opposed to sudden-onset disasters like tropical storms, earthquakes and tsunamis, slow-onset emergencies are often not given the same consideration and may not be recognized as humanitarian emergencies in the first place. However, when livelihoods fail to recover full resilience as a situation deteriorates, a subsequent event – even if less severe – can quickly push people into a situation of acute humanitarian need and establish a vicious cycle. It is therefore important to restore and/or

strengthen livelihoods between slow-onset events by implementing timely recovery and development activities.

The lines between types of emergencies are often blurred. For example, flooding is normally categorized as "rapid-onset". Yet, it may take a month for heavy rains upstream to flow into rivers and flood downstream communities. The reason why we distinguish slow-onset from rapid-onset events is straightforward: slowly unfolding emergencies can be mitigated by early response.

1.3.1. Characteristics of post-disaster environments

Post-disaster environments are often characterized by:

The need for policy support, institutional development and coping capacities is usually less pronounced in post-disaster settings than in post-conflict settings.

Human capacities and skilled labour are generally more available within the country than in post-conflict settings. While their assets may have been wiped out, the survivors have not lost their skills, whereas, in protracted conflicts, skills may be completely unavailable because there has been no training or businesses activity for years or decades.

Social cohesion can be strengthened in the immediate aftermath of a disaster. On the one hand, existing community organizations and social structures often help people cope with and recover from the consequences of a disaster; on the other, limited access to resources can exacerbate inequalities and perceptions of injustice. It is therefore important to ensure that an analysis of peace, resilience and conflict is conducted, the better to address potential conflict drivers during the reconstruction phase.

Disasters often occur cyclically in the same countries. Experience from previous disasters and disaster preparedness measures can and should be built into disaster recovery processes.

Disasters are often an opportunity for developing pre-disaster planning measures, even though the response to disasters is still dominated by humanitarian relief assistance and emergency management.

Recovery is in general expected to be faster after a disaster than in post-conflict situations, since a disaster does not necessarily affect the governance and institutional capacity of the country affected by the crisis.

International assistance has sometimes led to considerable supply/demand-driven inflation and distortions of markets, for instance wage inflation caused by ill-conceived cash-for-work programmes or overpaid humanitarian workers.

▶ **Disaster:** refers to a serious disruption of the functioning of a community or a society at any scale due to hazardous events interacting with conditions of exposure, vulnerability and capacity, leading to one or more of the following: human, material, economic and environmental losses and impacts.

ILO Recommendation, 2017 (No. 205) Employment and Decent Work for Peace and Resilience

▶ A **slow-onset emergency** is defined as one that does not emerge from a single, distinct event but one that emerges gradually over time, often based on a confluence of different events.

Source: OCHA Occasional Policy Briefing Series. Brief No. 6: OCHA and slow-onset emergencies, 2011

▶ **Disaster-risk** is defined as the potential disaster losses, in lives, health status, livelihoods, assets and services, which could occur to a particular community or a society over some specified future time period.

Source: UNISDR Terminology on Disaster Risk Reduction, 2009

> **Resilience** means the ability of a system, community or society exposed to hazards to resist, absorb, accommodate, adapt to, transform and recover from the effects of a hazard in a timely and efficient manner, including through the preservation and restoration of its essential basic structures and functions through risk management.
>
> *ILO Recommendation, 2017 (No. 205) Employment and Decent Work for Peace and Resilience*

1.4. From fragility to resilience, preparedness and sustainable peace

A people-centred approach and commitment to leaving no one behind cannot be achieved by reacting to shocks as a palliative, when evidence suggests that the shocks could have been prevented and human suffering and economic losses avoided. Addressing the root causes of conflict and disaster, and strengthening people's ability to cope better, adapt, recover and transform when facing complex shocks and stresses, therefore means focusing attention on fragile situations. The destructive impact of crises can be greatly minimized if early warnings signs trigger early and preventive actions. The UN system as a whole needs to focus on prevention, so as to reduce and manage the risks of disasters, complex emergencies, violent conflicts, health emergencies and all types of shocks, including forced displacement. Building resilience to all kinds of shocks and stresses, and recovering better and faster, has emerged as a key area of common action on the global development agenda. For existing global coordination mechanisms, see Chapter 5.

1.4.1. Resilience

Resilience is about the capacity to recover from the aftermath of shocks and threats, such as disasters, epidemics, socio-economic instability or conflicts, in ways that support economic and social development and reduce vulnerability. Resilience is therefore a goal rather than an approach or activity in itself.

The concept of resilience is particularly important as a focus for humanitarian and development programming in contexts of recurrent, complex and dynamic shocks. Resilience is built before, during and after a crisis, and focuses on the ability to overcome crises rather than to prevent them. These capacities need to be developed as much as possible at the national level, so that states do not have to rely on external assistance to cope with crises.

Strengthening resilience involves planning for the long term, embedding a culture of sharing, learning and testing, taking a more integrated approach to managing risks, and considering the weakest parts of the whole system.

1.4.2. Preparedness and disaster-risk reduction

Governments and private donors spent US$29.6 billion in international humanitarian assistance to relieve the suffering of people affected by crises in 2019.10 Until recently, financing for disaster-risk reduction (DRR) constituted only a tiny fraction of overall investment in development aid. Over the past two decades, the international community has committed over US$3 trillion in development aid, of which only 0.4 per cent, or US$13.5 billion was spent on DRR. In other words, for every US$100 spent on development aid, just 40 cents were invested in defending that same aid from the impact of disasters.11 Yet, investing in building resilience and prevention reduces the negative impact of conflicts and slow- or sudden-onset disasters, which are most harmful in situations of fragility. In fact, the total economic loss attributable to the impact of disasters from 2005–15 was more than US$1.3 trillion. While it is not possible to prevent a hazard such as a cyclone or earthquake from happening, it is possible to mitigate it, in order to reduce the depth/scale of negative impact on a country/community. Planning ahead and putting in place the key components of the response in advance ensures that everyone understands what to do and who is responsible for which component – measures which will help save lives and livelihoods if a crisis strikes.

10 Development Initiatives, Global Humanitarian Assistance Report 2020, July 2020

11 In this period, US$106.7 billion was allocated to disasters, and of that just a fraction, US$13.5 billion, was for risk reduction measures before disasters strike, compared with US$23.3 billion spent on reconstruction and rehabilitation and US$69.9 billion spent on response (source: Financing Disaster Risk Reduction: A 20 year story of international aid, 2013).

Preparedness is a continuous process of implementing measures so as to be ready and able to respond, and then periodically repeating, updating or testing them in order to close gaps, build capacity, foster working relationships and clarify roles and responsibilities. In this logic, preparedness is a cornerstone of resilience. Risk analysis and monitoring are the cornerstones of preparedness, as the process generates information on hazards that are likely to occur (risk analysis) and then "rings the alarm bell" (monitoring) and so enables national and international actors to act quickly on early-warning information.

Mitigation strategies aim to limit or reduce the magnitude of long-term climate change, primarily by reducing or preventing the emission of greenhouse gases. The Paris Agreement at the 21st Conference of the Parties (COP 21) clearly recognizes the interlinkages between actions to address climate change, on the one hand, and employment and social inclusion, on the other. It also calls on actors in the world of work to play their part.

The Sendai Framework for Disaster Risk Reduction,12 adopted at the Third UN World Conference on DRR in 2015 in Sendai, Japan, puts the accent on prevention. It is a 15-year voluntary, non-binding agreement, which recognizes that the state has the primary responsibility for reducing disaster risk. However, this responsibility should be shared with other stakeholders, including local government and the private sector. By setting attainable targets, it aims to achieve "substantial reduction of disaster risk and losses in lives, livelihoods and health and in the economic, physical, social, cultural and environmental assets of persons, businesses, communities and countries".

Tool 1.8 – Agreement: COP 21 Paris Agreement, United nations, Framework Convention on Climate Change, 2015

Tool 1.9 – Factsheet: Sendai Framework Chart, UNISDR, 2015

Tool 1.9bis – Guide: UNISDR Terminology Disaster Risk reduction, UNISDR, 2009

Direct efforts and funding of costly and often short-term crisis-response and post-conflict interventions may be easier to measure and yield more immediate results, but they may also inadvertently curtail global efforts to sustain peace.

- **Preparedness**, as defined by UNISDR, refers to the knowledge and capacities developed by governments, professional response and recovery organizations, communities and individuals to effectively anticipate, respond to, and recover from, the impacts of likely, imminent or current hazard events or conditions.

  Source: UNISDR Terminology on Disaster Risk Reduction, 2009

- **Preparedness** includes contingency planning, risk management planning, including adequate insurance cover, emergency response and evaluation of the threats to human, physical, economic and social capacities at national and local levels that cause vulnerability.

  Source: Report V(1). Employment and decent work for peace and resilience: Revision of the Employment (Transition from War to Peace) Recommendation, 1944 (No. 71), 2015

- **Disaster-risk reduction** refers to the concept and practice of reducing disaster risks through systematic efforts to analyse and manage the causal factors of disasters, including through reduced exposure to hazards, lessened vulnerability of people and property, wise management of land and the environment, and improved preparedness for adverse events.

  Source: UNISDR Terminology on Disaster Risk Reduction, 2009

12 Please refer to the UNDDR's website: Sendai Framework for Disaster Risk Reduction

1.4.3. Peace and peacebuilding

The Sustaining Peace Agenda

The UN Sustaining Peace Agenda is based on the sustaining peace resolutions adopted in 2016 and 2020[13] and is reinforced by other agreements and reports, including the 2030 Agenda for Sustainable Development. The Agenda constitutes a comprehensive multi-dimensional framework that emphasizes the importance of peacebuilding at all stages of conflict. The resolutions recognize that the concept of sustaining peace should be "ensuring that the needs of all segments of the population are taken into account, which encompasses activities aimed at preventing the outbreak, escalation, continuation and recurrence of conflict, addressing root causes, assisting parties to conflict to end hostilities, ensuring national reconciliation, and moving towards recovery, reconstruction and development". The resolutions furthermore recognize that achieving development outcomes, and reducing humanitarian need, is dependent upon preventing and transforming violent conflict and that "sustaining peace is a shared task and responsibility that needs to be fulfilled by the Government and all other national stakeholders, and should flow through all three pillars of the United Nations engagement".

> Development, peace and security, and human rights are interlinked and mutually reinforcing.
>
> ▶ **UN Security Council and UN Assembly General sustaining peace resolutions,** 2016 and 2020

The Sustaining Peace Agenda also reaffirms the importance of women and youth's full, equal and meaningful participation in conflict prevention and peacebuilding processes. Building on the Security Council resolutions on women, peace and security, and those on youth, peace and security,[14] the resolutions on sustaining peace note the link between the involvement of women and youth in peace efforts and sustainable successful peacebuilding outcomes. Partnerships with women's groups and youth organizations are encouraged throughout peacebuilding processes, including conflict prevention and resolution.

Closely related to the Sustaining Peace Agenda, is the **Review of the UN Peacebuilding Architecture**. The twin resolutions UNGA 70/762 and UNSC 2282, adopted in 2016, called for a "comprehensive review of United Nations peacebuilding". The Review of the UN Peacebuilding Architecture, which was launched in 2019, was concluded in the end of 2020, with the twin resolutions UNGA 75/201 and UNSC 2558, and the 2020 Report of the Secretary-General on Peacebuilding and Sustaining Peace. Among other things, the Secretary-General's report concluded that "responses have to be inclusive, people-centred and conflict-sensitive and build opportunities to increase social cohesion and trust in government, including through participatory dialogue mechanisms".

13 Twin resolutions of General Assembly resolution A/RES/70/262 (2016), Security Council resolution S/RES/2282 (2016) and the twin resolutions adopted at the end of the end of the 2020 Review of the UN Peacebuilding Architecture; General Assembly resolution A/RES/75/201 (2020) and Security Council resolution S/RES/2558 (2020).

14 Security Council resolution 1325 (2000) on women, peace and security, and Security Council Resolution 2250 (2015) on youth, peace and security, and its subsequent resolutions on women, peace and security, as well as youth, peace and security.

Tool 1.10 – Resolution: UN General Assembly resolution 70/262 on the review of the UN Peacebuilding architecture, 2016

Tool 1.11 – Resolution: UN Security Council resolution 2282 on the review on the UN peacebuilding architecture, 2016

Tool 1.12 – Resolution: UN General Assembly resolution 75/201 on peacebuilding and sustaining peace, 2020

Tool 1.13 – Resolution: UN Security Council resolution 2558 on peacebuilding and sustaining peace, 2020

Tool 1.14 – Report: 2020 Report of the Secretary-General on Peacebuilding and Sustaining Peace A/74/976–S/2020/773, UN, 2020

Tool 1.15 – Resolution: UN Security Council resolution 1325 on women, peace and security, 2000

Tool 1.16 – Resolution: UN Security Council resolution 2250 on youth, peace and security, 2015

Peacebuilding concepts

All actions and interventions in a fragile setting affected by a previous or ongoing conflict can be harmful. At a minimum, interventions must minimize negative effects in line with the doing-no-harm principle. However, where possible, programmes in conflict or post-conflict settings should go further and identify how they will make a purposeful contribution to peace and thus be peace-responsive.

Tool 1.17 – Brochure: Sustaining Peace through decent work and employment, ILO and UN Department of Political and Peacebuilding Affairs (DPPA), 2021

"Big P" and "little p" actions

In the broad spectrum of peacebuilding interventions, a distinction is sometimes made between so-called "little p" and "big P" actions. This concept was initially discussed and suggested by the Inter-Agency

- **Peace responsiveness** refers to the ability of actors operating in conflict-affected or fragile contexts to be conflict-sensitive and deliberately contribute to sustainable peace through their technical programming, in accordance with their mandates. This means deliberately addressing drivers of conflict and strengthening capacities for peace. A peace- responsive approach intentionally supports inclusive and locally led change and strengthens societal resilience to conflict and violence.

- All actions and interventions in a fragile setting with previous or ongoing conflict can potentially be harmful. In conflict or post-conflict settings, initiatives must always be designed and implemented in a **conflict-sensitive** way to ensure they **do no harm** to already volatile environments. Conducting a peace and conflict analysis (PCA) gives a good understanding of the peace and conflict dynamics, including drivers of peace and conflict, and the potential interaction between the local context and the intervention. Integrating these findings in the project design and implementation increases the chances that interventions have positive impacts on peace and avoid exacerbating conflict.

- **Peace** consists of stability, and the security that stability brings, along with a society's ability to anticipate, manage and resolve conflicts at all levels without violence, through its institutions, values, habits and behaviours. These in turn depend on inclusion and fairness: inclusive, fair access to work and livelihoods, and to the means of security, justice and other aspects of well-being such as health, education and decent living conditions. Peace also requires responsive and accessible leadership and governance, built on functional, trusting relations among citizens, and between citizens and those with authority over them: what are known as horizontal and vertical relations. Horizontal and vertical relations that are effective and imbued with mutual trust are the main ingredients of social cohesion. Peace is not static however: a peaceful society continues to develop, and must navigate the conflicts and dilemmas that progress entails.

Source: Peace and Conflict Analysis – Guidance for ILO's programming in fragile and conflict-affected countries, ILO, 2021

Standing Committee (IASC).[15] Distinguishing between these two – often overlapping and interrelated – peacebuilding approaches can, for example, be useful in helping actors working across the Humanitarian-Development-Peace Nexus to understand in what ways they can contribute to peace, as well as how they can collaborate with other actors and partners.

"Little p" refers to actions that focus on agency, building or transforming relationships, and societal and institutional capacity-building. This work, having a broad political dimension, can involve a range of different actors, including community leaders, population groups, civil society organizations and authorities, at the local, subnational and national levels. "Little p" refers to various types of actions, including the reinforcement of dispute-resolution mechanisms and the promotion of equitable provision of social services and livelihood opportunities. With the increasing complexity of armed conflicts, "little p" actions have gained importance and relevance. "Big P" actions, on the other hand, are typically national or regional interventions, aiming to end hostilities or/and reach a political solution to a conflict. These actions are normally more visible and higher profile than "little p" actions, and can for example include UN peacekeeping missions or high-level political dialogues.[16]

▶ **The Humanitarian-Development-Peace Nexus** refers to the "interlinkages between humanitarian, development and peace actions". A "Nexus approach refers to the aim of strengthening collaboration, coherence and complementarity. The approach seeks to capitalize on the comparative advantages of each pillar – to the extent of their relevance in the specific context – in order to reduce overall vulnerability and the number of unmet needs, strengthen risk management capacities and address root causes of conflict."

Source: DAC Recommendation on the Humanitarian-Development-Peace Nexus, 2019

Tool 1.18 – Issue Paper: Exploring Peace within the Humanitarian-Development-Peace Nexus (HDPN), IASC, 2020

▶ Box 1.2. The OECD Development Assistance Committee Recommendation on the Humanitarian-Development-Peace Nexus

The Development Assistance Committee (DAC) Recommendation on the Humanitarian-Development-Peace Nexus was adopted by the DAC at its Senior Level Meeting on 22 February 2019. At the centre of strengthening the coherence between humanitarian, development and peace efforts, is the aim of effectively reducing people's needs, risks and vulnerabilities, supporting prevention efforts and thus, shifting from delivering humanitarian assistance to ending need.

The DAC Recommendation was developed in response to the call for strengthened policy and operational coherence by humanitarian, development and peace actors, reflecting commitments across key global frameworks including Agenda 2030, the Sustaining Peace resolutions and Agenda for Humanity, among others.

The DAC Recommendation aims to provide Adherents with a comprehensive framework that can incentivise and implement more collaborative and complementary humanitarian, development and peace actions, particularly in fragile and conflict-affected situations. It provides a common set of eleven principles to guide and support Adherents, in their capacity as donors, development cooperation actors and stakeholders in the international community. The DAC Recommendation also aims to strengthen coordination, programming and financing to address risks and vulnerabilities, strengthen prevention efforts and reduce need in order to ensure that we reach the furthest behind.

Source: OECD DAC Recommendation on the Humanitarian-Development-Peace Nexu*, OECD, 2019*

15 The IASC was established by the UN General Assembly in 1991 by virtue of resolution 46/182 and is the longest-standing and highest-level humanitarian coordination forum of the UN system, bringing together the executive heads of 18 UN and non-UN organizations.

16 Inter-Agency Standing Committee (IASC) (2020), *Exploring Peace within the Humanitarian-Development-Peace Nexus (HDPN)*, IASC Results Group 4 on Humanitarian-Development Cooperation, October 2020.

2

The ILO's engagement in promoting peace and resilience, from 1919 to today

This chapter provides an overview of the ILO's role and engagement in promoting peace and resilience in fragile, conflict and disaster settings. It presents the frameworks that constitute the corner stones of this work, including the ILO Employment and Decent Work for Peace and Resilience Recommendation, 2017 (No. 205), the ILO Jobs for Peace and Resilience Flagship Programme, the Centenary Declaration for the Future of Work and the United Nations Policy for Post-Conflict Employment Creation, Income Generation and Reintegration. The chapter also provides guidance on how the ILO can gain early leverage to support national and sectoral policy-shaping processes starting from the Humanitarian-Development-Peace Nexus.

2.1. One hundred years of ILO engagement in fragile, conflict and disaster settings

Countries in fragile and crisis situations increasingly constitute the remaining epicentres of extreme poverty. At its 70th General Assembly on 15 September 2015, the United Nations officially launched the 2030 Agenda for Sustainable Development, which replaced the Millennium Development Goals (MDGs). While the MDGs did not take fragility into account as a specific issue, the new Agenda commits the international development community to ensure that all states achieve the 17 goals, in the spirit of "leaving no one behind".

The 2030 Agenda is wider in scope than the MDGs. It goes beyond socio-economic development to incorporate new areas of environmental sustainability and the building of peaceful societies and capable institutions. Its ambition is to eradicate poverty and achieve equality in all societies within 15 years.

▶ Box 2.1. The 2030 Agenda for Sustainable Development

Sustainable development cannot be realized without peace and security; and peace and security will be at risk without sustainable development. The new Agenda recognizes the need to build peaceful, just and inclusive societies that provide equal access to justice and that are based on respect for human rights (including the right to development), on effective rule of law and good governance at all levels and on transparent, effective and accountable institutions. Factors which give rise to violence, insecurity and injustice, such as inequality, corruption, poor governance and illicit financial and arms flows, are addressed in the Agenda. We must redouble our efforts to resolve or prevent conflict and to support post-conflict countries, including through ensuring that women have a role in peace-building and state-building. We call for further effective measures and actions to be taken, in conformity with international law, to remove the obstacles to the full realization of the right of self-determination of peoples living under colonial and foreign occupation, which continue to adversely affect their economic and social development as well as their environment.

Source: Transforming our world: the 2030 Agenda for Sustainable Development. Declaration, para 35.

▶ Figure 2.1. The most relevant SDGs for involvement in fragile and crisis settings

▶ Box 2.2. How decent work contributes to human development

Employment creation and enterprise development that provide income and livelihoods to people are crucial instruments for equity, are a means for participation and facilitate self-esteem and dignity. Workers' rights support human development by ensuring human rights, human freedom and labour standards. Social protection contributes to human development by ensuring safety nets, protecting people from risks and vulnerabilities and providing care work. And social dialogue helps human development through broad-based participation, empowerment and social cohesion.

Source: Human Development Report 2015.

The Human Development Report 2015, which focuses specifically on work as an aspect of human development, states that "the links between conflict and work are mutually reinforcing. Work can help with peacebuilding, and unemployment, when overlapping with other social discontent, can be destabilizing." It concludes that "Decent work enhances human development through each of its pillars".[17]

Tool 2.1 – Report: Human Development Report: Work for Human Development, UNDP, 2015

2.1.1. The ILO´s historic role in working for peace and resilience

Decent work can be a critical factor in breaking cycles of fragility and laying the foundations for the (re)construction of stable communities in the aftermath of conflict and disaster. This allows the ILO to play a key role in transcending the humanitarian–development divide by adopting a multidisciplinary approach. The aim of the ILO's work in fragile and crisis settings is to strengthen and empower national institutions to create an enabling environment for socio-economic recovery and development through policies that promote decent work. In parallel, initiatives that deliver immediate short-term peace dividends, such as creating jobs and providing opportunities for skills acquisition, help to strengthen resilience and social cohesion, while ensuring local support for the ILO´s medium- and long-term engagement. For instance, in the absence of sustainable employment opportunities, the ILO supports the provision of social-protection benefits to crisis-affected people. The effect of such initiatives goes beyond income security, offering people the benefits of freedom, dignity, self-esteem, hope and a stake in the reconciliation and reconstruction of their communities.

The ILO, established in 1919 to tackle the causes that had led to the First World War, was founded on the constitutional principle that "universal and lasting peace can only be established if it is based on social justice". Its crisis response mandate was reaffirmed in 1944 with the adoption of Recommendation on Employment (Transition from War to Peace) (No. 71), which emphasized the need for social justice as a factor in post-conflict reconciliation and recovery. The idea of lasting peace being conditional on social justice was the ILO's most important contribution to the achievement of peace, for which the ILO received the Nobel Peace Prize in 1969 on the occasion of its 50th anniversary. The Declaration of Philadelphia (1944) and the subsequent declarations, including the ILO Declaration on Fundamental Principles and Rights at Work (1998) and the ILO Declaration on Social Justice for a Fair Globalization (2008), all embody this concept. In particular, the ILO Declaration on Social Justice for a Fair Globalization recognizes in its Preamble that it is time to address the "major challenges of income inequality, continuing high levels of unemployment and poverty, vulnerability of economies to external shocks and the growth of both unprotected work and the informal economy". It highlights the role of the Employment Policy Convention, 1964 (No. 122), as a governance instrument and the fact that the ILO's "four strategic objectives are inseparable, interrelated and mutually supportive".[18]

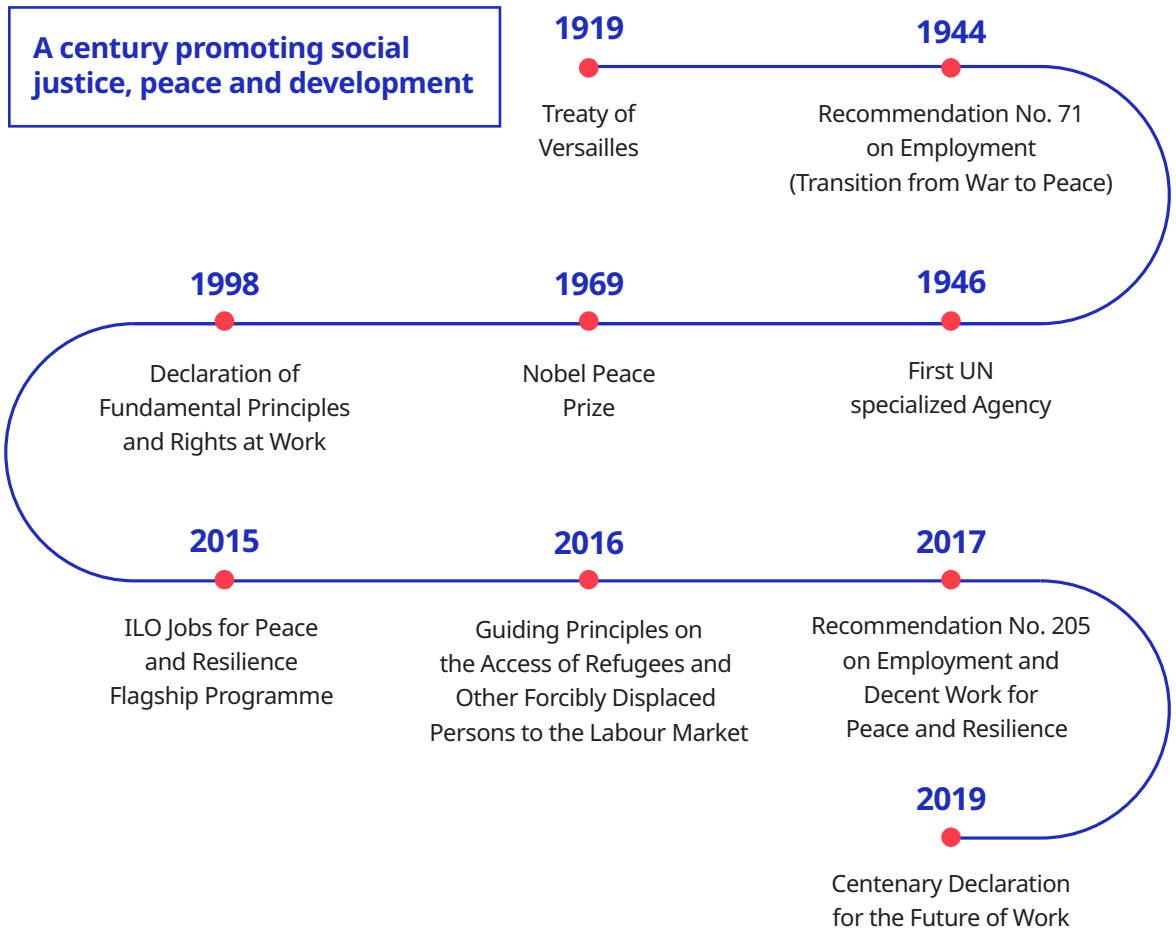
17 UNDP, Human Development Report 2015: "Work for Human Development", December 2015, pp. 23 and 39.

18 The ILO's four strategic objectives: 1. Promote and realize standards and fundamental principles and rights at work; 2. Create greater opportunities for women and men to decent employment and income; 3. Enhance the coverage and effectiveness of social protection for all; 4. Strengthen tripartism and social dialogue.

As far as the world of work is concerned, the building of resilience in disaster and conflict settings requires the involvement of actors from the public and private sectors, in particular employer and business membership and workers' organizations, governments, communities, businesses, cooperatives and agents of local economic development. Adequate and wide coverage of labour protection and social protection,[19] the creation of quality jobs and sources of income to secure livelihoods, and respect for fundamental principles and rights at work are key to providing for socio-economic resilience in the face of multiple hazards. This can only be ensured through greater preparedness, and the ability to respond and to recover.

Employment is a major contributing factor in achieving short-term stability, reintegration, socio-economic progress and sustainable peace in post-conflict situations. Job creation provides communities and individuals with the means of survival and recovery, and offers a constructive and positive alternative to social unrest. While employment is an integral aspect of a productive livelihood, employment and livelihood are essentially two different concepts: the concept of livelihood is best understood as a social category describing the way households live and act as components of a society, while the concept of employment is an economic category and refers to individuals – both women and men – as economically active agents.

▶ **Figure 2.2. The ILO's milestones for peace**



19 World Social Protection Report 2017-19: Social protection, or social security, is a human right and is defined as the set of policies and programmes designed to reduce and prevent poverty and vulnerability throughout the life cycle. Social protection includes child and family benefits, maternity protection, unemployment support, employment injury benefits, sickness benefits, health protection, old-age benefits, disability benefits and survivors' benefits. Social protection systems address all these policy areas by a mix of contributory schemes (social insurance) and non-contributory tax-financed benefits, including social assistance.

2.1.2. The Employment and Decent Work for Peace and Resilience Recommendation, 2017 (No. 205)

The ILO adopted Recommendation No. 71 at the time when the Second World War was ending. In so doing, it adopted a pioneering approach to promoting peace by helping war-torn societies rebuild, grow and develop by focusing on key world-of-work issues, mainly employment and training.

More than 70 years later, however, its guidance has come to be seen as outdated in the face of the increased complexity of the global context, the multidimensional nature of contemporary challenges and the magnitude of their impacts on economies and development capacities, governance, rights and institutions. This led the ILO constituents to revise Recommendation No. 71 by developing a normative framework capable of providing new and relevant response mechanisms. The International Labour Conference adopted the resulting Employment and Decent Work for Peace and Resilience Recommendation (No. 205) in 2017, after a two-year process of standard-setting and tripartite consultations.

The new Recommendation offers guidance on how to generate employment and decent work in crises situations arising from conflict and disaster. It adopts a phased multi-track approach that aims at promoting peace, preventing crises, enabling recovery and building resilience. It draws on decades of ILO experience in dealing with the consequences of conflicts and disasters, which has demonstrated the critical role of job-creation and decent-work strategies in states affected by fragility and crisis.

Compared to Recommendation No. 71, Recommendation No. 205:

- is broader in scope, including internal conflicts and disasters;
- broadens and updates the guidance on employment and other elements of the Decent Work Agenda, taking into account the complex and evolving nature of crises, as well as the experience gained by the ILO and the international community in crisis response over recent decades;
- focuses on recovery and reconstruction in post-conflict and disaster situations, but also addresses the root causes of fragility and preventive measures for building resilience; and
- adopts the latest internationally agreed terminology.

Recommendation No. 205 establishes 14 guiding principles when it comes to taking measures to prevent and respond to crises situations. These principles recognize the need to promote full, productive, freely chosen employment and decent work, and to respect, promote and realize the fundamental principles and rights at work, other human rights and relevant international labour standards. These standards emphasize the importance of good governance, social dialogue, national reconciliation and a just transition to an environmentally sustainable economy. They also highlight the need to respect national laws and use local knowledge, capacity and resources. These standards affirm the need to combat discrimination and to pay special attention to population groups and individuals who have been made particularly vulnerable by the crisis. They also call for international solidarity, burden- and responsibility-sharing and cooperation, and for close coordination and synergies between humanitarian and development assistance.

The Recommendation contains practical guidance for designing and implementing crisis prevention and response measures in a range of policy areas, while acknowledging the diversity of national circumstances and priorities. In particular, it elaborates on measures for employment, income generation and sustainable enterprises (Part IV); rights, equality and non-discrimination (Part V); education, vocational training and guidance (Part VI); social protection (Part VII), labour law, labour administration and labour market information (Part VIII); and social dialogue and role of employer and business membership and workers' organizations (Part IX). It also provides guidance on migrants affected by crises (Part X) and on refugees and returnees (Part XI).

Recommendation No. 205 is a timely, highly relevant and up-to-date instrument for guiding ILO Member States in addressing world-of-work issues in conflict and disaster situations, and represents a milestone in ILO's work in crisis response. The Recommendation also has a strong gender perspective and recognizes the important role played by social partners for peace and resilience. Its multi-disciplinary approach provides solutions to a wide range of needs expressed by ILO constituents, but its relevance goes beyond the work and mandate of the ILO, matching the increased interest of the international community in working in the Humanitarian-Development-Peace Nexus.

As the only international normative framework focusing on the role of employment and decent work in response to some of the most pressing challenges of our time, the Recommendation represents a valuable tool for the international community of humanitarian and development actors and institutions engaged in crisis and fragile settings.

To give practical effect to the guidance contained in the Recommendation, the ILO Governing Body has adopted a strategy covering the period 2018–23, which aims to support constituents in the development and implementation of crisis response approaches and measures at local, national and regional level.

▶ **Figure 2.3. The implementation strategy (2018-23) of Recommendation No. 205**

The Recommendation advocates for the ILO's core mandate and values, and for the ILO to play a leading role in employment and decent work initiatives in contexts of crisis prevention and response by cooperating vigorously in joint initiatives taken by international and regional organizations.

2.1.3. The Future of Work

One hundred years after its foundation, the ILO continues to hold the belief that lasting peace and stability depend on social justice. This is more important than ever in the face of the changes, for example, new technologies, climate issues and demographic factors, that are bound to bring about transformations and disruptions in the world of work. In January 2019, an independent report[20] was published by the ILO Global Commission on the Future of Work,[21] with the aim of contributing to a better understanding of these fundamental disruptions, and pointing out that these combined challenges have wider ramifications for social justice and peace. They threaten to undermine the norms of shared prosperity that have held societies together until now, and to erode trust in democratic institutions. Rising insecurity and uncertainty fuel isolationism and populism, which may lead to a retreat from open societies and open economies.

20 ILO, Global Commission on the Future of Work: Work for a brighter future, 2019.

21 The formation of the ILO Global Commission on the Future of Work marks the second stage in the ILO Future of Work Initiative. Its job is to undertake an in-depth examination of the future of work that will provide an analytical basis for the delivery of social justice in the 21st century.

As stated in the Future of Work report, this fundamental transformation of the world of work requires a collective global response and a new approach that puts people and the work they do at the centre of economic and social policy and business practice. This human-centred agenda for the future of work will serve as an important guiding principle for the ILO's intervention in contexts of fragility and crisis. The three pillars of action of the Agenda – investing in people's capabilities, investing in the institutions of work, and investing in decent and sustainable work – will be central to the ILO's efforts to achieve a future of work that provides decent and sustainable work opportunities for all, including those living in situations of fragility, conflict and disaster.

To convey this message, the ILO Centenary Declaration on the Future of Work,[22] adopted by the International Labour Conference in June 2019, states in its Preamble that "persistent poverty, inequalities and injustices, conflicts, disasters and other humanitarian emergencies in many parts of the world constitute a threat to those advances and to securing shared prosperity and decent work for all". It also emphasizes that, in discharging its constitutional mandate, the ILO must intensify its engagement and cooperation within the multilateral system with a view to strengthening policy coherence. This is in line with the recognition that "decent work is key to sustainable development, addressing income inequality and ending poverty, paying special attention to areas affected by conflict, disaster and other humanitarian emergencies".

Tool 2.2 – Report: Work for a brighter future, ILO, 2019

Tool 2.3 – Declaration: ILO Centenary Declaration for the Future of Work, ILO, 2019

▶ Box 2.3. ILO and PBSO joint brochure: "Sustaining peace through decent work and employment"

- In the 2021 brochure "Sustaining peace through decent work and employment", the ILO and the UN Peacebuilding Support Office (PBSO) of the Department of Political and Peacebuilding Affairs (DPPA) consider how underemployment and decent work deficits can exacerbate grievances, inequalities, turmoil, conflict and violence, particularly in the context of COVID-19.
- They suggest that UN country teams, UN resident coordinator offices, UN agencies, funds and programmes, as well as governments and workers' and employer and business membership organizations, should consider strategic choices on how employment and decent work can contribute to sustaining peace in the Humanitarian-Development-Peace Nexus, considering the following potential pathways:
  - mainstreaming employment and decent work into joint UN planning frameworks,
  - designing and implementing programmes in a conflict-sensitive way so that they contribute purposefully to peace by simultaneously addressing three conflict drivers: lack of economic opportunities; lack of contact and social cohesion; and the existence of grievances and a sense of injustice,
  - supporting the immediate creation of decent jobs and livelihood opportunities in humanitarian responses, specifically for youth and women, as an investment in longer-term development,
  - focusing not only on the quantity of jobs created, but also on the quality of work,
  - strengthening labour and economic institutions, social dialogue and the fundamental principles and rights at work, and
  - gathering evidence of the contribution of decent work, employment and livelihood programmes to peacebuilding.

22 ILO, ILO Centenary Declaration for the Future of Work, 2019

Tool 2.4 – Report: GB.320/POL/9: Technical Cooperation in Fragile States, ILO, 2014

Tool 2.5 – Brochure: Employment and Decent Work for Peace and Resilience Recommendation, 2017 (No. 205), ILO CSPR, 2018

Tool 2.6 – Report: GB.331/INS/4/2 Follow-up to the resolution concerning employment and decent work for peace and resilience, ILO, 2017

Tool 2.7 – Brochure: Guiding principles on the access of refugees and other forcibly displaced persons to the labour market, ILO Tripartite Technical Meeting, 2016

Tool 1.17 – Brochure: Sustaining peace through decent work and employment, ILO and the UN Peacebuilding Support Office (PBSO) of the Department of Political and Peacebuilding Affairs (DPPA), 2021

2.1.4. The Jobs for Peace and Resilience flagship programme

The ILO flagship programme on Jobs for Peace and Resilience (JPR) was launched in 2015 and later became the main tool for translating the normative guidance provided by Recommendation No. 205 into tangible action. Anchored in the ILO's Decent Work Agenda and SDGs 8, 11 and 16, it creates entry points for a continuous and expanded ILO contribution to the stabilization of fragile and crisis settings.

The JPR programme adopts a modular approach that combines employment-intensive investment, vocational and entrepreneurial-skills training, employment services, and private-sector and local economic development in a coherent and context-specific manner to create an enabling policy environment for socio-economic recovery. Considerations of how employment and decent work link to peace and resilience are key to the design, implementation, monitoring and evaluation of the programme.

Building on the ILO's long-standing experience and added value in promoting employment, decent work and social dialogue in fragile and crisis situations, the JPR focuses on the following key objectives:

- Providing direct job creation and income security
- Enhancing skills for employability
- Supporting self-employment, enterprises and cooperatives
- Bridging labour supply and demand

The promotion of social dialogue and the ILO's fundamental principles and rights at work, as well as institution building, form an integral part of the approach, which has been implemented in over 30 countries across all regions.

Acknowledging the specific challenges and needs that youth and women face in situations of fragility, conflict and disaster, the programme considers them as a primary target group. By enhancing economic opportunities and inter-group contact, and by addressing the grievances of the most vulnerable communities, the JPR aims to reinforce social cohesion and build resilience to future shocks.

▶ **Figure 2.4. The Jobs for Peace and Resilience (JPR) Flagship Programme**

The JPR programme pursues interrelated and mutually reinforcing strategies through a downstream–upstream approach, whereby delivering quick and tangible benefits in terms of job creation, skills development, employment services and enabling business environment promotes inclusive and effective labour market governance.

To ensure local ownership and sustainable capacity development, needs and priorities are discussed with relevant constituents and stakeholders. During the implementation phase, the various components of the JPR programme are primarily channelled through national and local institutions. Each project is led by the relevant country office, with support from technical specialists in the field and from headquarters.

The implementation of the JPR programme in fragile, disaster or conflict-affected situations is closely coordinated with other ILO flagship programme concerns, including social protection, child labour and occupational safety and health. Furthermore, strategic partnerships and strong coordination with relevant United Nations agencies, as well as other international organizations and development partners, are critical elements of the programme.

Tool 2.8 – Flyer: ILO Flagship Programme on Jobs for Peace and Resilience, ILO/ DEVINVEST, 2018

Tool 2.9 – Video: The ILO: Promoting employment and decent work for peace and resilience, ILO, 2019

Tool 2.10 – Handbook: How to Design, Monitor and Evaluate Peacebuilding Results in Jobs for Peace and Resilience Programmes, ILO, 2019

Tool 2.11 – Report: Jobs for Peace and Resilience: Key facts and figures, ILO, 2020

Two other ILO Flagship Programmes also have a specific focus on fragile settings.

The International Programme on the Elimination of Child Labour and Forced Labour (IPEC+) aims to provide ILO leadership in global efforts to eradicate all forms of child labour by 2025 and all forms of modern slavery and human trafficking by 2030. In addition to focusing on the rural and informal economies, as well as enterprises and global supply chains, the IPEC+

programme has a specific focus on countries in crisis and fragile situations.

The Building Social Protection Floors for All Flagship Programme supports the implementation of social protection systems, including floors, with guidance from the ILO's social security standards. Building social protection floors increases countries' abilities to withstand – and recover from – future emergencies. For instance, social protection systems can help reduce the risks posed by natural hazards and climate change, as well as building the resilience of populations at risk from such disasters.

Tool 2.12 – Website: International Programme on the Elimination of Child Labour and Forced Labour (IPEC+)

Tool 2.13 – Website: Social Protection Floors for All global flagship programme

2.2. The United Nations Policy for Post-Conflict Employment Creation, Income Generation and Reintegration

While a crisis may set back a country's development gains, it can also provide a "window of opportunity" for social, economic and political improvements; societies in a post-crisis environment are often more receptive to change. Governments and development aid agencies can take advantage of this to design people-centred programmes that aim to reduce vulnerability, strengthen resilience and coping mechanisms, foster good governance and rebuild trust and confidence.

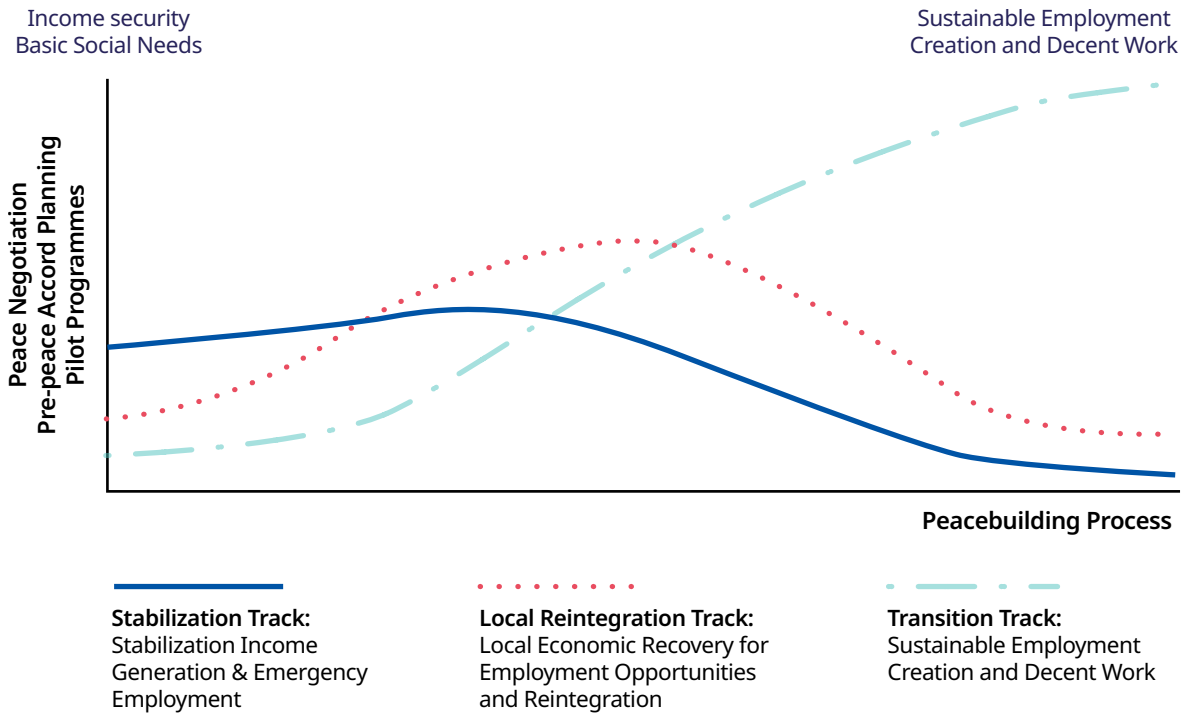
Decent work matters in crisis and fragile situations. It is vital for stabilization and socio-economic reintegration, and paves the way for economic growth and sustainable peace by helping to i) generate "peace dividends" for the most affected communities in terms of employment, social protection and fundamental rights opportunities; and ii) pull people and societies out of crisis and onto a path to sustainable development.

The 2009 United Nations Policy for Post-Conflict Employment Creation, Income Generation and Reintegration has been the first common policy framework for scaling up and coordinating employment creation and reintegration efforts by the UN, international financial institutions (IFIs) and the broader international community. The ILO and UNDP had a major role in development of the UN policy which has then be instrumental for initiating the ILO internal debate which led, few years later in 2017, to the adoption of the recommendation 205.

That proposes a comprehensive set of policy initiatives, guiding principles and programming guidelines to support upstream and downstream interventions at the country level in post-conflict settings. Specific attention is paid to the needs and capacities of conflict-affected groups, with particular focus on unemployed women and youth. An accompanying operational guidance note (Tool 2.16 listed below) sets out the implementation and institutional arrangements among different United Nations bodies in this field.

As illustrated below, the UN Policy for Post-Conflict Employment Creation, Income Generation and Reintegration outlines three different – yet complementary and concurrent – "tracks". Programme activities relating to the three tracks should be interlinked and all should have an early start-up, preceded by pre-peace-accord planning. However, although programmes relating to all three tracks will start at the same time and will be observed at every phase of the recovery, their intensity and duration will vary in response to the local situation.

▶ **Figure 2.5. One programme on three concurrent tracks**[23]



Each track is concerned with a different peacebuilding priority and target group, with the focus on women, youth and other vulnerable groups. Tracks A and B are concerned with shorter-term efforts to achieve "stabilization" and "reintegration", respectively, while track C is concerned with more sustainable upstream (transition) activities. Note that, for tracks B and C, sustainable employment and decent work opportunities tend to develop later in the recovery phase and continue as part of a normal and uninterrupted development process. Track-C activities generally require a longer lead-in time before results are visible, since rebuilding national systems is a major undertaking and is very time-consuming.

All initiatives and programmes along the three tracks have to be supported and vetted in the context of social dialogue and with the involvement of tripartite constituents and other relevant stakeholders.

▶ **Box 2.4. Employment and income-generation in post-conflict settings**

Rebuilding a shattered society takes far more than bricks and mortar. Quite often, the deeper challenge is restoring people's sense of opportunity, dignity and hope. Employment and income generation are fundamental elements of the post-conflict solution. For communities and individuals, job creation and regular income can provide the means for survival and recovery. These are also keys to reaching out to young people and reintegrating ex-combatants and returnees. In short, generating employment is crucial to building peace.

Source: United Nations Policy for Post-Conflict Employment Creation, Income Generation and Reintegration

23 The curves indicate the intensity of programmes.

Tool 2.14 – Policy: UN Policy for Post Conflict Employment Creation, Income Generation and Reintegration, UN, 2009

Tool 2.15 – Guidelines: UN System-wide Operational Guidance Note for Post-Conflict Employment Creation, Income Generation and Reintegration, 2009

In seeking to achieve peace and resilience, employment and decent work interventions need to target some of the world's worst humanitarian situations. Some of these are not transitory problems but protracted emergencies (for example, the persistently high levels of malnutrition in the Sahel). The problems are ongoing, even in the absence of new shocks (for example, drought). As noted by the UN Secretary-General at the World Humanitarian Summit in 2016: "Millions are trapped in dependency on short-term aid that keeps them alive but falls short of ensuring their safety, dignity and ability to thrive and be self-reliant over the long term".[24]

2.3. How can decent work gain early and sustainable leverage?

The experience of recent years shows that the ILO can gain substantial strategic leverage by using the following entry points in fragile, conflict and disaster-affected settings:

- **Supporting the recovery-to-development transition.** It is important to ensure that any early engagement is continued in the longer term and that stakeholders are supported in transitioning from relief to recovery-to-development.
- **Rapid generation and dissemination of basic labour-related data** on the impact of a crisis on employment, livelihoods, fundamental principles and rights at work (FPRWs) and social protection, as in the case of South Asia's earthquake and tsunami. Rapid action provides an early and credible opportunity to put the emphasis of recovery on the social and livelihoods dimensions of the crisis.
- **Launching development cooperation demonstration projects** to build credibility and lead to the upscaling and replication of methods reflecting ILO concerns for long-term programmes as opposed to short-term projects.
- **Advocacy for local and national procurement within the aid economy** to enhance ownership and direct economic benefits locally and nationally. Improving the accessibility of tendering procedures for local enterprises can affect the overall focus given to job creation and employment-intensive methods and approaches by actors involved in the reconstruction effort.
- **Framing policy and mainstreaming projects into policy** can lead to increased awareness of the decent work dimensions and strategies of crisis response and beyond. Recovery policy advice can be given at a very early stage. The ILO can help tripartite constituents provide inputs to poverty reduction strategy papers (PRSPs) and the United Nations Development Assistance Framework (UNDAF), so that decent work becomes a central concern of these frameworks. Decent work is introduced as a way of preparing the ground for sustainable ILO involvement. Consider embedding ILO knowledge in institutions, donors and agencies, and NGOs to assist in developing long-term policy.

24 Please refer to One Humanity: Shared Responsibility - Report of the Secretary-General to the World Humanitarian Summit (A/70/709), February 2016.

2.3.1. Promoting and supporting national and sectoral policy-shaping processes

In fragile settings, while seeking to achieve immediate results by promoting decent work in the post-conflict setting, the ILO should aim to promote national and sectoral employment policies. Such policies provide an overall vision and a framework for concerted and coherent actions to promote decent work and, in particular, employment, social protection and sustainable productive sectors. Policy development processes can take two or three years, building on a comprehensive analysis of the country's employment situation and an in-depth discussion of the options available to create decent employment, or other criteria for choosing the best among those options.

Throughout the process, the genuine involvement of social partners and other stakeholders is a key to success. Furthermore, it is important to ensure linkages with broader national development plans and strategies, as a coherent policy framework is needed to create a conducive environment for decent work that fully respects workers' rights. Policy development support may involve:

- providing access to resources for the unemployed and those in informal and precarious jobs,
- promoting equality at work, including gender equality and non-discrimination,
- eliminating child labour and forced labour,
- supporting national and sectorial employment policies (NEPs) to ensure the framing of employment promotion beyond the crisis-response process,
- strengthening social dialogue and, if necessary, building up tripartite constituents,
- addressing decent work considerations in sectoral policies and investment promotion strategies,
- improving legislation and institutional reforms that contribute to improved employability by providing more effective employment services,
- strengthening demand-led skills development systems that support life-long learning,
- introducing or strengthening social protection, including essential healthcare, basic income security for all and social protection floors, throughout the life cycle (children, working age people and the elderly, including the poor and informal economy workers), to ensure basic needs are met and to support a faster recovery,
- supporting procurement guidelines that incorporate labour and social standards and favour labour-intensive public works employing large numbers of skilled and unskilled workers, and that might also promote skills development,
- reducing unnecessary obstacles to "doing business", in particular streamlining registration and licensing procedures, inspection regimes and complex or excessive customs, tax and tax administration systems
- reducing obstacles to business ownership by women and other disadvantaged socio-economic groups,
- integrating labour and employment issues (including job creation, skills development and workers' rights) into national strategies for rural development and for the promotion of sustainable business practices (CSR policy and others).

Early ILO involvement in the policy-shaping process often involves lobbying for the "decent work reflex" by undertaking awareness-raising and information-sharing activities. The ILO should begin by engaging the tripartite constituents and assist them by providing input concerning recovery and reconstruction frameworks, transitional results frameworks (TRFs) and PRSPs.

Examples of policy-shaping support include:

- preparing subject position papers on topics such as small and medium-sized enterprises (SMEs), child labour and job creation,
- engaging in sessions and debates at the macro level,
- developing proposals to support the government in implementing employment-intensive approaches,
- supporting the government in developing an integrated emergency job strategy, and developing coordination mechanisms with NGOs and other agencies in regard to employment and livelihoods.

Tool 2.16 – SDG Note: National Employment Policies, ILO, 2016

Tool 2.17 – Guide: Formulation of National Employment Policies, ILO/Employment, 2012

Tool 2.18 – Working Paper: Synthesis of Employment policy implementation mechanisms, 2014

Tool 2.19 – Policy Document: Employment Policy, Liberian Ministry of Labour with technical assistance by ILO, 2009

▶ Box 2.5. Combining upstream with downstream approaches in Liberia

Shortly after her election, Liberian President HE Ellen Johnson-Sirleaf addressed the ILC in 2006, calling for robust ILO assistance in revitalizing employment in her country. Ensuing technical round tables and Liberian stakeholder mini-workshops identified quick and massive job creation as a critical priority to ensure human security, social progress and economic growth.

Within six weeks of the President's call, the Government of Liberia, with ILO technical assistance, formulated the Liberia Employment Emergency Programme and Liberia Employment Action Programme (LEEP/LEAP), a decent work employment strategy administered by the Liberian government. The LEEP/LEAP provided a vision for immediate employment creation, while at the same time laying the foundation for a longer-term sustainable employment strategy. One key initiative brought together a large number of programmes, essentially from the WB, the EU and UNDP, all creating emergency jobs through labour-based works. The challenge was to transform this stage into one where policies and programmes were steered towards an approach that promoted labour-based methods. The ILO supported the Government in designing a 70-million-US-dollar National Public Works Programme for 3 years.

Source: Employment Strategy for Decent Work in Liberia: Liberia Emergency Employment Programme (LEEP) and Liberia employment Action Programme (LEAP), prepared with ILO assistance, 2006.

3

Consequences and implications of fragility, conflict and disaster for the world of work

Fragility, conflict and disaster may have increased adverse effects on already marginalized and/or disadvantaged groups and they may act as drivers of vulnerability, which can be identified through different lenses. In contrast, taking a specific sectoral, gender, youth or rights approach also aims to identifying drivers of change for the promotion of employment and decent work. This chapter describes some of the consequences and implications of conflict and disaster for different groups and areas in the world of work.

The multiple, devastating impacts of conflict and disaster on lives and livelihoods, societies and economies are often disproportionally felt by already marginalized and/or disadvantaged groups, including children, young people, women, older persons, persons with disabilities, migrant workers and indigenous and tribal peoples. These groups often find themselves trapped in a downward spiral of aggravated poverty and increased vulnerability. In addition, conflicts and disasters create newly marginalized and vulnerable groups, in particular refugees, internally displaced persons (IDPs), returnees and ex-combatants. The consequences of conflict and disaster are highly contextualized and include political, economic, social and cultural ramifications, as well as negative and long-lasting effects on people's physical health and psychological well-being. There are implications for different areas of people's lives, including the workplace, as most violations of fundamental principles and rights at work take place in fragile situations.

> In taking measures on employment and decent work in response to crisissituations arising from conflicts and disasters, and with a view to prevention, Members should take into account the need to pay special attention to population groups and individuals who have been made particularly vulnerable by the crisis, including, but not limited to, children, young persons, persons belonging to minorities, indigenous and tribal peoples, persons with disabilities, internally displaced persons, migrants, refugees and other persons forcibly displaced across borders.
>
> ▶ Guiding principle (h), the Employment and Decent Work for Peace and Resilience Recommendation, 2017 (No. 205)

Moreover, conflict and disaster often have negative implications and pose particular challenges for different sectors, enterprises of all sizes and types, the green economy and rural areas. They have far-reaching effects on the labour market, foreign investment, infrastructure, the environment and natural resources.

It is important to recognize that there are often differences within population groups and sectors. It is also essential to keep in mind that many persons belong to more than one marginalized or/and disadvantaged group, simultaneously or at different times, for instance a young female ex-combatant or an older internally displaced person. This can exacerbate vulnerabilities. Adopting an intersectional approach will lead to a better understanding of the vulnerabilities, risks and implications of fragility, conflict and disaster in a specific context.

The Employment and Decent Work for Peace and Resilience Recommendation, 2017 (No. 205) on recognizes the need for Members to pay special attention to population groups that have been made particularly vulnerable by the crisis. Taking these groups into account, and recognizing their capabilities and the positive contributions they can make, can reduce the impact of fragility, conflict and disaster, and contribute to strengthening and sustaining inclusive, resilient and peaceful societies.

3.1. Implications for workers' and employer and business membership organizations

In crisis response, especially with regard to protracted crises, it is crucial to focus on employer and business membership organizations (EBMOs) as well as workers' organizations. In crisis settings, social partner organizations may be weak and lack independence or representation, either because of the political, economic and social situation that has led to the conflict, or as a result of societal collapse. One aim of ILO programmes is therefore to strengthen, re-establish or promote the creation of these organizations, and to find forward-looking solutions to reinforce their representative, leadership and advocacy roles. Decent work can contribute to sustainable peace and resilience only if social partners have the capacity to participate effectively in reconstruction and resilience efforts through inclusive social dialogue.

Tool 3.1 – Report: Managing Conflicts and Disasters: Exploring Collaboration between Employers' and Workers' Organizations, ILO ACT/EMP and ACTRAV, 2020

3.1.1. Implications for workers' organizations

Workers' organizations are important in crisis response. They can potentially make vital contributions to the prevention and resolution of tensions and conflicts, the mitigation of disaster effects, preparedness, humanitarian response, and long-term recovery and reconstruction. Owing to their position in society, workers' organizations can play an important role in helping to deal with crisis situations arising from conflicts and disasters. Key functions include:

- safeguarding work and promoting employment in the interests of all workers, including migrants and refugees, as well as those working in the informal economy;
- advocating for good governance and accountable institutions in the pursuit of peace and social justice;
- acting as pressure groups to prevent violations of workers' rights and discrimination against vulnerable populations, including youths and persons with disabilities;
- promoting a culture of tolerance and peaceful coexistence through constructive dialogue and partnerships in the world of work;
- using their membership base to give early warning of conflicts and as a reservoir of volunteers that can be mobilized in the immediate aftermath of a disaster;
- engaging in recovery and reconstruction after a period of conflict or a disaster, emphasizing workers' rights, skills development and their reinsertion into the labour market through decent work;
- building alliances with workers' organizations in other countries; and
- consolidating regional and global support networks that can be drawn on in times of crisis.

One of the main challenges for trade unions in these situations is that they often have organizational and structural weaknesses. Trade unions need, and often seek, capacity-building input to overcome these problems.

Tool 3.2 – Guide: Workers' Guide to Employment and Decent Work for Peace and Resilience Recommendation (No. 205), ILO ACTRAV, 2019

3.1.2. Implications for employer and business membership organizations

EBMOs play a fundamental role in helping enterprises address the economic and social impacts of situations of fragility, conflict and disaster by engaging in and advocating for an enabling environment in support of resilient and sustainable enterprises. In crisis situations, EBMOs should be active in:

- providing practical support for enterprises, including their continuity;
- coordinating the voice of business so as to influence government policy in response to the crisis;
- generating market analysis, research and promote positive thinking;
- harnessing a safe and inclusive workplace;
- assessing how the private sector can support national efforts during the crisis; and
- collaborating with governments, workers' organizations and other stakeholders to shape joint solutions.

In the recovery stage of a crisis, EBMOs also have a critical role to play in.

- leading an inclusive economic and labour market recovery in which an environment conducive to business can be the basis for employment and growth;
- participating in formulating policy to address emerging problems, such as an expansion of the informal economy or widened gaps in equality and inclusion; and
- taking the lead in adapting member services or establishing new services that respond to enterprise needs.

Tool 3.3 – Working Paper: Enterprise Creation, Employment and Decent Work for Peace and Resilience: The Role of Employer and Business Membership Organizations in Conflict Zones in Asia, ILO ACT/EMP, 2016

Tool 3.4 – Report: Leading business in times of Covid crisis: Analysis of the activities of employer and business membership organizations in the COVID-19 pandemic and what comes next, ILO ACT/EMP, 2021

3.2. Implications for safeguarding fundamental principles and rights at work

Restoring labour market regulation is important in preventing discrimination, sexual exploitation and harassment, violence, forced labour, low wages and unacceptable conditions of work, especially for women and children in situations of fragility, conflict and disaster.

The Declaration on Fundamental Principles and Rights at Work (FPRW), adopted by the ILO in 1998, stipulates four fundamental principles and rights at work:

- effective abolition of child labour,
- elimination of all forms of forced or compulsory labour,
- freedom of association and the effective recognition of the right to collective bargaining,
- elimination of discrimination in respect of employment and occupation.

Although it is not specifically mentioned in the 1998 Declaration, most violations of FPRWs happen in fragile situations. The realization in practice of the principle of freedom of association and the right to collective bargaining requires, among other things, a legal basis that guarantees the enforcement of these rights and an enabling institutional framework – preferably tripartite – involving government, EBMOs and workers' organizations. Especially in fragile settings, this may not be easily achievable.

Situations of internal conflict often involve forced recruitment for fighting purposes, support for the armed forces by non-governmental entities, or even outright slavery. Forced labour may also occur in post-crisis scenarios and situations of mass displacement, especially in the absence of law enforcement and effective labour administration.

Discrimination and the resulting exclusion is a significant cause of social unrest and may lead to internal conflict. Efforts to overcome these problems are therefore important in both prevention and reintegration. Combatting discrimination is essential in preventing the kind of ethnic, religious and other conflicts that can lead to armed clashes and civil war, and promoting equality is important in healing conflict wounds and ensuring the fair implementation of programmes and protective measures following national crises.

Disrespect for FPRWs can trigger conflict and fragility, while promoting these principles can facilitate consensus-building in the post-conflict phase. Where consistent with national peacebuilding priorities, legal reforms and development plans should reflect these principles. This can provide a basis for initiating dialogue among stakeholders, especially among social groups divided by conflict. The role of EBMOs and workers' organizations, whose right to freedom of association is cemented in ILO Conventions and procedures intended to ensure their role at the national level, is an inherent part of the ILO's work in situations of fragility, conflict and disaster.

Tool 3.5 – Declaration: ILO Declaration on Fundamental Principles and Rights at Work, ILO, 1998

Tool 3.6 – Brochure: Integrated Strategy on Fundamental Principles and Rights at Work 2017-2023, Thematic Priority III: Promoting fundamental principles and rights at work in situations of crisis and fragility, ILO, 2016

Tool 3.7 – Report: Fundamental principles and rights at work: From challenges to opportunities, ILO, 2017

Tool 3.8 – Issue paper: COVID-19 and fundamental principles and rights at work, ILO, 2020

3.3. Implications for gender equality

The ILO's pursuit of gender equality is grounded on its recognition that equality is not just an intrinsic value and a right in itself, but also instrumental in achieving economic growth and poverty reduction. Fragility, conflict and disasters impact both women and men, but affect them differently.

The gendered division of labour in households and the economy generally means that many women have less access to economic resources, whether property, finance, inheritance or natural resources. Because of gender-based discrimination and social norms, women are also less able to control the resources and processes relevant to tackling crises. This is particularly true for women in rural areas. In conflict and disaster settings, women without land rights or who are engaged in small-scale farming are most vulnerable and may be forced off the land entirely. Since negotiations over land and labour usually are conducted among and through men, women in many societies lose access to both unless they have a man representing them. Households headed by a woman are often also more vulnerable and have a larger incidence of poverty compared with male-headed households.

In disaster settings, women's working conditions plummet. Their workload is greatly increased due to damaged infrastructure, housing and workplaces; the need to compensate for declining family income and social services; and the need to care for orphaned children, older persons and persons with disabilities. This also limits their mobility and time for income generation. Demographic patterns and household structures change, particularly after conflicts, and women often become the sole providers and caregivers of the household. Crisis like the COVID-19 pandemic also negatively affects the position of women in the labour market and exacerbates existing gender inequalities around the world. During the COVID-19 pandemic, women's employment and income have been severely affected as women have been losing jobs at a faster pace compared to men and have seen a heavy reduction of working hours and an increase in unpaid care work.

In addition to the increase of unpaid care work in conflict or disaster settings, it is important to remember that women also account for two thirds of workers in the paid care work sector (education, healthcare and social work, and domestic work) – work that societies and economies depend on in non-crisis, as well as crisis, settings.

In times of crisis, access to education is more significantly restricted for girls, due to tighter family budgets and increased demands on their time. Lack of education and empowerment opportunities for the younger generations perpetuate gender inequalities over time. Women's opportunities are further compromised by their declining political participation and the re-emergence of traditional patriarchal attitudes. Women also fall prey to violence associated with deteriorating law and order in times of crisis, and sexual violence and abduction used as weapons of war. Crisis-related hardships combine with and compound existing disadvantages.

While disasters and conflicts often have multiple negative effects on women, it is important to recognize that women may also be perpetuators and supporters of violence and conflict in different ways. Similarly, it is important to look beyond stereotypical gender roles and acknowledge that men can also be victims, sometimes of sexual violence.

At the same time, women are a driving force for post-conflict and post-disaster recovery, and their inclusion in state-building activities provides the foundation for inclusive development strategies. Crisis situations can therefore serve as opportunities for addressing existing gender-based discrimination and rights violations. In recognition of women's special needs and strengths in post-crisis situations, in 2000 the UN Security Council adopted Resolution 1325 on women, peace and security, the implementation of which was reviewed in 2015.

By adopting the Recommendation on Employment and Decent Work for Peace and Resilience (No. 205) in 2017, the ILO further reinforced its recognition of gender equality and the empowerment of women and girls in promoting peace, preventing crises, enabling recovery and building resilience. The Recommendation emphasizes the need to include a gender perspective in all crisis-prevention and response design, implementation, monitoring and evaluation activities. In particular, in responding to gender discrimination arising from or exacerbated by conflicts or disasters, it is recommended that Member States should:

15a) respect, promote and realize equality of opportunity and treatment for women and men without discrimination of any kind, taking into account the Equal Remuneration Convention (No. 100) and Recommendation (No. 90), both adopted in 1951,[25] and the Discrimination (Employment and Occupation) Convention (No. 111) and Recommendation (No. 111), both adopted in 1958;[26]

15b) pay special attention to single-headed households, in particular when headed by children, women, persons with disabilities or elderly persons;

15c) take measures to ensure that women who were employed during a crisis and have assumed expanded responsibilities are not replaced against their will when the male workforce returns;

15d) take measures to ensure that women are empowered to effectively and meaningfully participate in decision-making processes in the context of recovery and building resilience, and that their needs and interests are prioritized in strategies and responses, and that the human rights of women and girls are promoted and protected;

15e) prevent and punish all forms of gender-based violence, including rape, sexual exploitation and harassment, and protect and support victims.

The ILO Convention on violence and harassment in the world of work (No. 190) was adopted in 2019 and is therefore not included in Recommendation No. 205. However, it is important to also take Convention No. 190 into account in all settings.

25 The Equal Remuneration Convention, 1951 (No. 100) was adopted to ensure equal remuneration for men and women for work of equal value in the workplace as a fundamental ILO principle. The Equal Remuneration Recommendation, 1951 (No. 90) supplements Convention No. 100.

26 The Discrimination (Employment and Occupation) Convention, 1958 (No. 111) affirms that discrimination in the workplace is a violation of fundamental human rights, as enshrined in the Universal Declaration of Human Rights. The Discrimination (Employment and Occupation) Recommendation, 1958 (No. 111) supplements this Convention.

▶ Box 3.1. A snapshot of empowerment and disempowerment stories from countries in conflict

The protracted crisis in the **Syrian Arab Republic**, which has led to an unprecedented number of refugees in neighbouring countries and beyond, provides a mixed picture regarding women's empowerment among refugees. On the one hand, some women have expressed feelings of increased empowerment as a result of having to make decisions and being engaged in paid work. These women felt that such opportunities were less available in the Syrian Arab Republic. On the other hand, others have been restricted by male family members or feel constantly unsafe and confined. They experience obstacles to resuming education, restricted mobility and limited work avenues, not to mention taking care of children amidst dire living conditions. Many expressed a sense of disempowerment and uselessness and have lost hope in any capacity-building potential or chance of progress. Younger ones have been led to marry on conditions that would have been unacceptable under normal circumstances.

Similarly, the escalation of the armed conflict in **Yemen** since March 2015 has led to one of the world's worst humanitarian crises and to an increase in internally displaced households. In 2015, it was estimated that 30 per cent of these households were headed by women who had lost their male family members in the conflict. While the situation in Yemen continues to deteriorate, patterns of worsening gender relations are becoming evident and women are more marginalized from participating in and leading decision-making processes. However, the conflict has also brought about some timid signs of transformation. For instance, due to mobility restrictions, men have taken up roles that were previously performed only by women, such as getting firewood and water, and have been sensitized to the heavy care work performed by women in managing the household and providing care to family members. Likewise, in some cases, jobs that were traditionally carried out by men, such as being butchers, barbers or chicken-sellers, have been taken up by women, challenging the stigma associated with these jobs and loosening cultural norms and traditions that usually restrain women from engaging in certain economic activities.

Sources: El-Masri, R.; Harvey, C.; Garwood, R. 2013. Shifting Sands: Changing gender roles among refugees In Lebanon, ABAAD-Resource Centre for Gender Equality and Oxfam GB, Beirut; Gressmann, W. 2016. From the Ground Up: Gender and conflict analysis in Yemen*; United Nations Population Fund (UNFPA). 2014.* Situation analysis of youth in Lebanon affected by the Syrian crisis*.*

Tool 3.9 – Guide: Gender and Statebuilding in Fragile and Conflict affected States, OECD, 2013

Tool 1.15 – Resolution: UN Security Council resolution 1325 on women, peace and security, 2000

Tool 3.10 – Study: A global study on the Implementation of UN Security Council resolution 1325, 2015

Tool 3.11 – Guide: Gender Handbook in Humanitarian Action, IASC, 2018

Tool 3.12 – Policy Brief: The COVID-19 response: Getting gender equality right for a better future for women at work, ILO, 2020

Tool 3.13 – Policy Brief: A gender-responsive employment recovery: Building back fairer, ILO, 2020

3.4. Implications for children

Conflict, disasters and fragility have devastating effects on children's lives, contributing to the wider global crisis in child protection. Fragile states commonly lack even basic effective child protection measures, and children are especially at risk of many forms of abuse and exploitation in such settings. For example, children may lose the protection of their family and broader network and easily become victims of trafficking, sexual exploitation, recruitment into the armed forces and other worst forms of child labour.

Children may be deprived of schooling and training sometimes for long periods, for instance in the event of protracted displacement, which affects their future choices. Lost or reduced household incomes as a direct result of the crisis or disaster can have devastating effects on children, affecting their daily food and dietary intake and consequently their development (stunting). The lack of access to safe and adequate child care and the psycho-social trauma suffered by all family members also prolongs the recovery process.

In some conflicts, children are also forced to join the armed forces. Child soldiers and children associated with armed groups share many of the challenges faced by adult combatants and non-combatant children; but they also face unique difficulties. In these situations, besides the dangers of combat and carrying arms at such a young age, even those not directly involved in fighting suffer physical and psychological abuse, harsh duties and punishments, and are exposed to alcohol and drug consumption.

Once the conflict is over, reintegrating these children is highly complicated. Reintegration may be discouraged by the authorities as the children concerned are seen not as victims of violations but as offenders to be detained or prosecuted. Since the implications of crises and disasters are different for boys and girls, measures should take the gender dimension into account and be adapted on a case-by-case basis. In some cases, tracing their families may prove difficult. Conflict may have made them orphans, or destroyed their family and community ties.

Tool 3.14 – Technical Note: Cradled by Conflict: Implications for Programming, United Nations University, 2018

Tool 3.15 – Publication: The Operational Guide to the Integrated Disarmament, Demobilization and Reintegration Standards (IDDRS), UNDDR, 2014

Tool 3.16 – Video: How do conflict and disaster affect child labour?, ILO, 2017

Tool 3.17 – Report: COVID-19 and Child Labour: A Time of Crisis, a Time to Act, ILO and UNICEF, 2020

3.5. Implications for youth

More than 1.6 billion people currently live in fragile and conflict-affected states, 50 per cent of whom are under the age of 20.[27] Directing the energy and creativity of youth towards peace and resilience requires rapid and sustained interventions to foster economic empowerment and civic participation. Youth (15–24 year olds)[28] are among those hardest hit by crises and most unlikely to find work, and those that are already working are most likely to suffer decent work deficits.

Fragility and conflict may also encourage migration, sometimes turning young people into refugees in search of safety and protection. While employment is not always the primary driving force, it usually features in the migration process at some point. For countries of origin, the youth exodus and consequent loss of human capital can further exacerbate economic stagnation and fragility. The incidence of irregular migration is higher among young people escaping fragility, putting them at risk of trafficking and exploitation. In receiving countries, where local labour markets have to absorb large influxes of jobseekers, young refugees and migrants may face exclusion from the labour market and from decent work, as they lack a political voice and rights.[29]

The reason for young people's difficulties in accessing employment is their lack of education, professional experience, social networks and job-related skills and competencies. Prolonged periods of unemployment lead to young people becoming idle and frustrated, and resorting to subsistence work in the informal economy or high-risk and harmful activities to generate income. Furthermore, crises disrupt their educational opportunities and social-support systems. The accumulation of these factors can push young people into the vicious circle of poverty and social exclusion and make them vulnerable to recruitment into armed groups, militias and/or gangs.

The youth segment of the population is heterogeneous in terms of life situation, responsibilities and needs. For example, the older members of this age group, especially those who have grown up in the context of protracted conflict and have few productive skills to recommend them in the labour market, are often responsible for supporting ageing parents or raising their own children. The younger members may not have such responsibilities, and hence are likely to prioritize education over work and income-generation.[30]

Young people also frequently emerge as important actors in crises, among the most visible members of society, often at the forefront of social movements. When they are given appropriate training and job opportunities, they may be one of the most active groups in the workforce. By denouncing injustices

27 OECD, *States of Fragility 2016: Understanding Violence*, Paris, 2016.
28 United Nations definition of youth age group, as per General Assembly Resolution, A/RES/50/81, 1995.
29 ILO, *The Access of refugees and other forcibly displaced persons to the labour market*, Geneva, 2016.
30 DIIS Policy Brief, *Youth Employment in Fragile States*, 2008.

and demanding change, they can be agents of social change in crisis response. The importance of giving youth a voice was emphasised in the first report of the UN Secretary-General on youth and peace and security: "responding to the inequalities and exclusion that young people face requires enabling a stronger youth voice in the development of national and local policies".[31]

The international community has paid careful attention to facilitating peace and resilience and the Decent Jobs for Youth initiative is making a meaningful contribution by fostering youth employment in fragile situations. Recent global efforts to this end include Security Council Resolution 2250 (2015) on Youth, Peace and Security, which emphasizes the importance of policies that enable young people to contribute to peacebuilding; ongoing work on Security Council Resolution 1325 (2000) on Women, Peace and Security; and the Employment and Decent Work for Peace and Resilience Recommendation, 2017 (No. 205), adopted by the International Labour Conference. In the context of economic migration and refugee movements, the 2016 New York Declaration for Refugees and Migrants[32] addresses the challenges faced by refugees and migrants, most of whom are young persons, and emphasizes the role of decent work in sending and receiving countries. As a result of this Declaration, the General Assembly committed itself to creating two global compacts: for safe, orderly and regular migration; and for refugees.

▶ Box 3.2. Typical obstacles faced by youth in entering the labour market in fragile situations:

At the personal/social level:

- lack of education
- illiteracy or lows levels of literacy
- physical and psychological scars from conflict experiences and violence
- early family responsibilities
- social norms that exclude women from engaging in productive employment

At the institutional level:

- scarcity and low quality of educational and vocational training institutions, especially in rural areas
- high costs of enrolling in secondary education
- available skills training fails to target young people
- skills training confined to a limited number of trades
- mismatch between skills trainings provided and market demands

At the national level:

- national policies fail to target and benefit young people directly through e.g. quota systems
- young people are mainly represented and treated as security concerns as well as inexperienced in that particular field
- limited participation of young people in decision-making and policy formulation
- limited employment opportunities in the private sector

Sources: DIIS Policy Brief: Youth Employment in Fragile States, 2008

31 Report of the UN Secretary-General on youth and peace and security (S/2020/167), 2020.
32 As set out in UN General Assembly Resolution 71/1.

Tool 1.15 – Resolution: UN Security Council resolution 1325 on women, peace and security, 2000

Tool 1.16 – Resolution: UN Security Council resolution 2250 on youth, peace and security, 2015

Tool 3.18 – Chapter: Youth employment in conflict and fragile settings (in: Is the future ready for youth? Youth employment and policies or evolving labour markets), ILO, 2021

Tool 3.19 – Declaration: New York Declaration for Refugees and Migrants, 2016

3.6. Implications for older persons

The implementation of the 2030 Agenda comes at a time of significant demographic transition across the globe. While the youth population is expected to expand rapidly in some regions, other parts of the world are characterized by an ageing population. Population ageing is one of the most alarming global phenomena of the 21st century. Currently, more than 900 million people are aged 60 years or over. By 2050, this number is expected to double and, worldwide, there will be a larger number of older persons than of children under 15. This unprecedented demographic shift has far-reaching implications for society at all levels. As population ageing continues to accelerate in many parts of the world, the human-rights dimension of ageing becomes an ever-growing concern. It is becoming urgent not only to ensure that older persons can participate fully and with dignity in all spheres of social life, but also to devote increased attention to older persons' right to social protection and long-term care, especially for those who have or develop disabilities over the course of their working life.

For older persons beyond working age, poverty is one of the most important concerns, as many have to rely heavily on family support and social transfers to achieve financial security and reduce the risks of poverty, vulnerability and social exclusion. As older persons are more vulnerable to violations of their human rights, they can easily become victims of abandonment, mistreatment or violence. As women on average outlive men and therefore are more often widowed, older women can be more vulnerable than men. Importantly, older persons may also play a key role as caregivers. Where this is the case, neglecting older persons have a negative impact also on their dependents.

The conditions of deprivation and social vulnerability confronting older persons are likely to be exacerbated in fragile settings. More importantly, they tend to be less visible than other vulnerable groups. Although most international human-rights instruments apply to all age groups, including older persons, not enough attention has been given to human-rights-related issues in old age. Age discrimination is a universal concern that manifests in many ways and aspects of life. The prevailing negative perceptions and stereotypes of older persons are a major obstacle to promoting and protecting their dignity and right to participate in all spheres of social life on an equal footing.

▶ Box 3.3. Lack of pension provision and other social benefits for the population affected by the armed conflict in eastern Ukraine

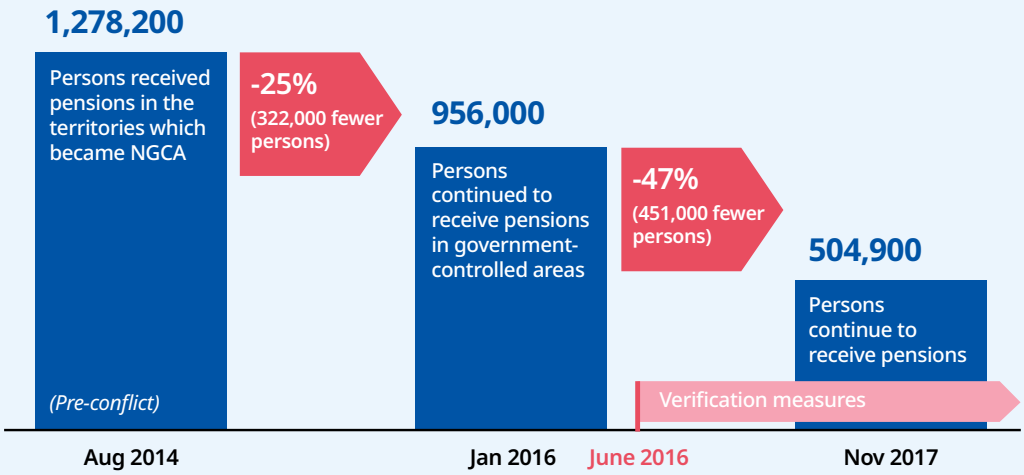
As the conflict in Ukraine enters its fifth year, the eastern part of the country continues to endure intense fighting. Heavy shelling along the 457-km "contact line" is decimating civilian infrastructure, while the land surrounding the contact line is rapidly becoming one of the most mine-contaminated areas of the world. As a result of the conflict, 3.4 million people are in need of humanitarian assistance, and nearly 1.6 million internally displaced Ukrainians struggle to find safety, adequate housing and access to employment. The complex emergency has also resulted in the suspension pension payments to many of the people affected by the conflict.

As of August 2014, 1,278,000 pensioners were registered in the non-government-controlled area (NGCA) and were receiving pensions from 40 branch offices of the state pension fund. Since the outbreak of the conflict, government institutions in the NGCA have ceased to function. Consequently, pensioners residing in the NGCA are required to register as internally displaced persons (IDPs) and visit authorities in the government-controlled area (GCA) in order to continue to access their rightful pension benefits through a verification process. With the assistance of humanitarian aid organizations, 75 per cent of the pensioners have fulfilled this requirement and have registered as IDPs. As many of them have remained in their place of residence in the NGCA, they frequently have to cross the contact line to collect their pensions.

At the beginning of 2016, the authorities intended to stop pension payments to people living in the NGCA by introducing measures to verify whether pensioners with IDP registration had moved to the GCA. These verification measures include home visits by social workers, physical verification at banks, and cross-checking of lists provided by the border guard and security services. By December 2016, more than 450,000 pensioners residing in the conflict zone had lost access to their pensions.

In 2017, the pension fund further suspended pension payments to pensioners with IDP status who had registered as resident in the GCA. Since April 2017, it has suspended the pensions of more than 200,000 persons. Of the 118,800 persons who have applied to have their pensions reinstated, only 71,300 have been successful. Over time, the linkage between IDP status and pension eligibility has been removed for different groups of people, all of whom are legitimately entitled to receive their pension. Whenever the government has introduced ad hoc suspension measures, pensioners in the NGCA have had to suffer a gap in receiving their income.

The following figure illustrates the significant reduction of the number of persons in the NGCA who have been receiving pension payments:



Note: These figures do not reflect the dynamics of deaths or newly awarded pensions since August 2014.

▶ Box 3.3. (cont.)

For hundreds of thousands of elderly and disabled people in the conflict-torn Donbas region of eastern Ukraine, the state pension is their only source of income. Pensions are an acquired right of all citizens and should not be connected to their IDP registration and place of residence. However, due to burdensome logistical and legal requirements, less than half of the 1.2 million people claiming a pension in the NGCA in August 2014 were still doing so in July 2018. Many are too frail or isolated to make the journey to government offices to be verified. For those who do, there is the constant worry of shelling and landmines while crossing the conflict line to collect their pension. People must often wait in long queues, even in freezing temperatures, due to delays at checkpoints. Those waiting to cross have limited access to basic services, such as drinking water, latrines, shelter and medical care. This creates additional hardships for older people with limited mobility and special needs.

This situation attracted the attention of the UN Country Team in Ukraine, particularly the OHCHR, UNHCR and ILO, which have sought to guarantee people's pension rights by delinking them from their IDP status. With the support of the UN and international NGOs, a task force was established to develop measures to ensure that social security benefits are granted to all entitled citizens. On 4 September 2018, the Supreme Court of Ukraine finally handed down a decision ensuring that hundreds of thousands of elderly IDPs and residents of the NGCA in eastern Ukraine can easily access their pensions. This decision is a lifeline for thousands of elderly people who rely on pension payments for life's basic essentials. However, as of mid-2019, the situation was still not resolved and hundreds of thousands of pensioners living in NGCA areas were still not able to receive their pensions.

Source: Stories, UNHCR, June, 2017; Briefing Note, UNHCR, August, 2017; Stories, March, 2018; Press release, September, 2018.
For more information, see also: Report, ILO, 2016; Report, ILO, 2019.

Tool 3.20 – International Conference: Human Rights of older persons & non-discrimination, OHCHR, 2017

Tool 3.21 – Meeting summary: Expert Group Meeting on Older Persons in Emergency Crises, UN Department of Economic and Social Affairs, 2019

3.7. Implications for persons with disabilities

Natural disasters and armed conflicts disproportionally affect persons with disabilities. Disability disaggregated statistics are often lacking, particularly in disaster and conflict settings. However, according to the UN Department of Economic and Social Affairs (UNDESA) Forum on Disability and Development (2014), the mortality rate of people with disabilities in such settings was reported to be two to four times higher than that of persons without disabilities.[33]

In disaster and conflict settings, persons with disabilities – those who already had a disability before the crisis and those who acquire a disability as a result of it – may become "invisible" in various ways. For example, they may be excluded from or unable to access mainstream assistance programmes as a result of attitudinal, physical and social barriers; they may be forgotten when specialized and targeted services are established; and they may be ignored in the appointment of camp leadership and community management structures.

During crises, disasters and displacements, traditional mechanisms supporting persons with disabilities, including extended families, neighbours and other care-givers, often break down. The loss of community members can also leave persons with disabilities extremely vulnerable and exposed to security risks. This being the case, persons with disabilities may need support in accessing mainstream and targeted emergency relief, medical care and rehabilitation services. Like others affected by the crisis, they may need support in earning an income, establishing (or re-establishing) their livelihood, becoming self-reliant, and contributing to their communities. Additional

33 UNDESA, DESA Forum on Disability and Development Roundtable Discussion on Disability-Inclusive Disaster Risk Reduction and Resilience, 11 June 2014.

disability-related costs should be covered by social protection schemes.

The participation and positive roles played by persons with disabilities' in crisis prevention, recovery and reconstruction is increasingly being recognized. It is important to overcome negative stereotypes of persons with disabilities as passive victims of crises and to promote their roles as active leaders and problem-solvers.

Tool 3.22 – Guidelines: IASC Guidelines for Inclusion of Persons with Disabilities in Humanitarian Action, IASC, 2019

Tool 3.22bis – Guidelines (easy language with pictures): IASC Guidelines for Inclusion of Persons with Disabilities in Humanitarian Action: Making sure people with disabilities get their rights when war and other problems happen in the world - some new rules to help people know what to do, IASC, 2019

Tool 3.23 – Guidelines: Key Messages Covid-19 Response: Applying The IASC Guidelines on Inclusion of Persons With Disabilities in Humanitarian Action, IASC, 2020

Tool 3.24 – Guidelines: Including the Rights of Persons with Disabilities in United Nations Programming at Country Level, United Nations Development Group, 2011

Tool 3.25 – Study: Case Study Collection 2019: Inclusion of persons with disabilities in humanitarian action, CBM International, Humanity & Inclusion (HI) and the International Disability Alliance (IDA), 2019

3.8. Implications for ex-combatants/persons formerly associated with the armed forces and groups

Armed conflicts spawn large numbers of combatants – from the armed forces, armed groups or para-military groups – who pose serious threats to society and the peace process. One of the most urgent tasks in immediate post-conflict situations is the disarmament, demobilization and reintegration (DDR) of these combatants into civilian life. This is vital to ensure a true and lasting peace. For female and male ex-combatants, peace and demobilization may mean the immediate loss of income and status, for them and their families. However, it is important to note that, where the armed forces are concerned, peace does not necessarily mean that soldiers will go back to civilian life. The transition from conflict to peace is a gradual process, and ex-combatants may be reintegrated into the police/armed forces at the community, regional or even national level.

What is disarmament, demobilization and reintegration (DDR)?

DDR has become an integral part of post-conflict peace consolidation. DDR activities are a crucial component of the initial stabilization of warn-torn societies and of their long-term development. DDR must be integrated into the entire peace process, starting with the peace negotiations and continuing through peacekeeping and follow-on peacebuilding activities.

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

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

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

DDR supports ex-combatants in becoming active participants in the peace process by:

- removing weapons from the hands of combatants;
- taking combatants out of former military structures;
- reintegrating ex-combatants socially and economically.

The ILO believes that a decent job is the gateway to economic, social and psychological reintegration and lasting peace. The ILO has a comparative advantage in DDR thanks to its experience of livelihood and employment generation in its post-conflict reintegration work. For more information on socio-economic reintegration, the ILO recommends consultation of revised IDDRS Framework module 4.30 on Reintegration (forthcoming in 2021).

Tool 3.26 – Framework: The Integrated Disarmament, Demobilization and Reintegration Standards (IDDRS), UN Inter-Agency Working Group (IAWG) on Disarmament, Demobilization and Reintegration, 2020/2021

Tool 3.27 – Policy Document: National Action Plan of the National Framework Proposal for Reintegration of Ex-combatants into Civilian Life in Sri Lanka, Ministry of Disaster Management and Human Rights, 2009

Tool 3.28 – Guide: Socio-economic Reintegration of Ex-combatants, ILO, 2010

3.9. Implications for refugees, IDPs, host communities and returnees

Fragility, conflict and disasters are among the drivers of forced displacement. Whether internal or cross-border, displacement disrupts people's livelihoods and makes it difficult to find new ways of making a living, particularly as the majority of host and transit countries are emerging economies and, in some cases, are themselves affected by situations of fragility, conflict and violence. Because of unresolved conflicts and ongoing fragility in many countries, refugee and IDP returns are at an all-time low and the displacements people suffer are becoming increasingly protracted.

Forced displacement has a strong rural dimension, as large numbers of displaced people originate from rural areas, and many host communities – in cases of both internal and cross-border displacement – are in rural settings. Consequently, there are major implications in terms of the degradation of agricultural land and collapse of food production in the areas left behind, and increased pressure on natural resources, food security and agricultural systems in the host communities.

At the same time, more than half of all refugees now live in urban non-camp settings, attracted by the better economic prospects that cities tend to offer, but where they may be competing with urban poor or migrants for scarce work opportunities and poor quality jobs. Refugees generally face significant additional barriers to accessing the formal labour market, including legal and administrative restrictions, language barriers, discrimination, and practical difficulties in obtaining recognition of the skills and qualifications acquired in their home countries. As a result, they are often relegated to informal-economy jobs characterized by lack of social protection, low wages and poor working conditions, exploitation along with little opportunity for formal skills development or benefiting from business development services. Women refugees tend to face additional disadvantages, such as discrimination, gender-based violence, and increased care duties resulting from changes in family dynamics due to displacement. Refugees with disabilities also face many additional challenges.

Despite the challenges they face, refugees and other forcibly displaced persons have important social and economic contributions to make. They bring skills, know-how and talent, and can make up for labour market shortages in host and transit countries. Refugee workers can also offset the consequences of changing demographics, such as population ageing and the resulting decline in the workforce.

Tool 2.7 – Brochure: Guiding principles on the access of refugees and other forcibly displaced persons to the labour market, ILO Tripartite Technical Meeting, 2016

Tool 3.29 – Report: Lessons Learned and Emerging Good Practices of ILO's Syria Crisis Response in Jordan and Lebanon, ILO, 2018

Tool 3.30 – Report: Lessons learned from the ILO's Refugee Response Programme in Turkey - Supporting livelihood opportunities for refugees and host communities, ILO, 2019

Tool 3.31 – Report: Refugees and decent work: Lessons learned from recent refugee jobs compacts, ILO, 2019

Tool 3.32 – Report: Employment and decent work in refugee and other forced displacement contexts - Compendium of ILO's lessons learned, emerging good practices and policy guidance, ILO, 2020

Tool 3.33 – Policy Brief: Protecting the rights at work of refugees and other forcibly displaced persons during the COVID-19 pandemic. Recommendations for Policymakers and Constituents, ILO, 2020

Tool 3.34 – Guide: Joint Strategies to support Durable Solutions for Internally Displaced Persons (IDPs) and Refugees Returning to their Country of Origin, GCER et al., 2016

Tool 3.35 – Working Paper: Addressing Protracted Displacement: A Framework for Development-Humanitarian Cooperation, OCHA et al., 2015

Tool 3.36 – Guidelines: Addressing Forced Displacement through Development Planning and Co-operation: Guidance for Policy Makers and Practitioners, OECD, 2017

Tool 3.37 – Paper: Responding to Refugee Crises in Developing Countries: What Can We Learn From Evaluations?, Ruaudel, H. and S. Morrison-Métois, OECD Development Co-operation Working Papers, 2017

Tool 3.38 – Brochure: Facility for Refugees, Migrants, Forced Displacement and Rural Stability (FARMS), IFAD, 2016

3.10. Implications for migrant workers

Labour migration is often related to the search for decent work opportunities. In countries of origin, situations of crisis, including those caused by conflict, insecurity, political instability and environmental degradation, limit opportunities for productive formal employment at home and are among the driving forces of labour migration. In destination countries, although migrant workers contribute much-needed skills and fill labour market gaps, they are regularly subjected to various forms of discrimination where access to employment and equal treatment in the workplace are concerned. During times of crisis, the perception that migrants are competing with native workers tends to grow, reinforcing xenophobia and leading to discriminatory employment measures, and in some cases to mass deportations and violence against migrants.

In recent years, many situations have arisen (and have been addressed by the ILO's supervisory bodies) in which both documented and – more often – undocumented workers are driven out in large numbers and with little notice for economic, political, or conflict-related reasons. In these cases, they are often unable to collect outstanding wages, social security benefits and, on occasion, even their personal effects and occupational tools. The outbreak of the global COVID-19 pandemic in 2020 illustrates how crises can severely affect migrant workers' wellbeing and ability to carry out their jobs. Since the start of the pandemic, rising levels of discrimination and xenophobia towards migrants have been documented, as well as cases of food insecurity, layoffs, worsening living and working conditions, increased restrictions on movement and forced returns.

For many migrant workers, particularly those who are less skilled, restricted access to employment, as well as to education, training, and public services, means that they are confined to the informal economy. There, they may find themselves competing with refugees and other forcibly displaced persons for low-paid, informal jobs, without social protection coverage. This may exert downward pressure on wages and other working conditions and rights at work, potentially affecting all workers. It may also lead to tensions between various groups, especially in already poorly served and overcrowded urban areas, where mixed populations of locals, migrants, refugees and other displaced populations tend to settle.

Protracted situations of fragility and conflict may also put pressure on labour market institutions and on the capacity to effectively implement labour laws and social protection measures. This tends to reduce the protection enjoyed by migrant workers, raising the risk of informality and exploitation, and ultimately limiting the positive impact of labour migration on countries of origin and destination.

Ensuring fair and effective governance of labour migration, guided by the principles embodied in international standards, including the Migration for Employment Convention (Revised), 1949 (No. 97), and the Migrant Workers (Supplementary Provisions) Convention, 1975 (No. 143), is key to enabling migrant workers to fully contribute to development, stability and recovery. If migrants are well-integrated into labour markets and social protection systems, they can expand the workforce and boost labour productivity, increasing the diversity of available skills. In addition, remittances sent by migrant workers to countries in situations of fragility or crisis play an important role in generating employment and business opportunities, and so contributing to recovery. Returning migrants at all skills levels can also contribute positively by making financial investments, as well as by deploying the human and social capital acquired while abroad.

Tool 3.39 – Report: How immigrants contribute to developing countries' economies, OECD/ILO, 2018

Tool 3.40 – Report: Are remittances good for labour markets in LICs, MICs and Fragile States?, ILO, 2018

Tool 3.41 – Policy Brief: Protecting migrant workers during the COVID-19 pandemic: Recommendations for Policy-makers and Constituents, ILO, 2020

3.11. Implications for indigenous and tribal peoples

In most countries, the majority of indigenous and tribal peoples (ITPs) live in remote rural areas. ITPs are often politically, economically and socially marginalized, and excluded from decision-making, even on matters that concern them directly, such as the management of natural resources and the use of their traditional lands – root causes of conflicts in many countries.

As a result of increasing global demand for energy, and the socio-economic consequences of climate change, the traditional livelihoods of indigenous and tribal peoples, and hence their cultures, are often threatened and their capacity and opportunities for development undermined. Unsustainable exploitation of natural resources located in the lands they have traditionally occupied, deforestation and climate-change-induced natural disasters accelerate the degradation of their natural environment, exposing them to the direct impacts of climate change.

Migration has therefore become a coping mechanism for large numbers of women and men belonging to indigenous and tribal groups confronted with loss of livelihoods and a lack of opportunities for decent and productive employment. Consequently, indigenous workers, particularly indigenous women, are among the most vulnerable groups of migrants.

ITPs may also be caught in localized conflicts arising from intrusions into their traditional territories,[34]

34 A recent report by the Economic Commission for Latin America and the Caribbean noted that: "Local conflicts related to the control and use of territory and natural resources are becoming common in all regions of the world, including the countries of Latin America. The emergence of conflict may be a symptom of the lack of recognition of indigenous territorial rights and of the persistent gaps in implementing them. … [T]here are still many obstacles to the full enjoyment of the rights of indigenous peoples, particularly limitations on the exercise of the rights to traditional territories and resources, serious acts of violence and forced displacement resulting from large-scale economic projects, and the suppression of indigenous organizations and traditional forms of government."

including as a consequence of drug-driven or guerrilla wars, or they may be affected by development projects, while not having been involved in their design and planning. Inequality and discrimination in relation to access to services such as water and sanitation, as well as to work and education, is a further destabilizing factor.

Where conflict stems from a struggle for control over natural resources, the inclusion of ITPs is fundamental for sustained peacebuilding. The Indigenous and Tribal Peoples Convention, 1989 (No. 169), has been the basis for peace negotiations in at least two long-running civil wars, in Guatemala and Nepal, and the situation of these peoples in internal conflicts is a frequent subject of ILO comments and assistance.

Recognizing their potential contribution to conflict and disaster prevention and response, Recommendation No. 205 calls for special attention to be paid to ITPs. For more information, see Chapter 7.

▶ Box 3.4. The rights of indigenous and tribal peoples in Colombia's peace agreement

The Final Agreement to End the Armed Conflict and Build a Stable and Lasting Peace in Colombia was signed by the Government of Colombia and the Revolutionary Armed Forces of Colombia–People's Army (FARC–EP) in November 2016. The peace agreement recognizes the contribution of ethnic peoples to building peace in Colombia, as well as the fact that they have "suffered historical conditions of injustice" and have also been seriously affected by the internal armed conflict and the maximum guarantees need to be given "for the full exercise of their human and collective rights in the framework of their own aspirations, interests and world views".

The peace agreement includes a specific chapter on ethnic groups, which states that the interpretation and implementation of all components of the agreement shall take into account the principles of participation and consultation, identity and ensure the cultural integrity and the rights of ethnic peoples over their land. Furthermore, the Framework Plan for the implementation of the peace agreement contains specific targets and indicators for indigenous peoples, persons of African descent, and Raizal, Palenquero and Roma peoples, which were determined in consultation with the Government and the special high-level body for ethnic peoples. The targets include the delineation and protection of collective lands, the participation of the peoples concerned in the comprehensive rural reform, and the promotion of the participation and leadership of indigenous and Roma women and women of African descent.

Columbia's peace agreement thus strongly emphasizes the rights of indigenous and tribal peoples and specifically refers to the ILO Indigenous and Tribal Peoples Convention, 1989 (No. 169).

Sources: *Final Agreement to End the Armed Conflict and Build a Stable and Lasting Peace, 24 November 2016, available at: https://www.peaceagreements.org/view/1845; Observation (CEACR) on Indigenous and Tribal Peoples Convention, 1989 (No. 169) Colombia, adopted in 2019, published for the 109th International Labour Conference session (2021), available at: https://www.ilo.org/dyn/normlex/en/f?p=NORMLEXPUB:13100:0::NO::P13100_COMMENT_ID:4023016*

Tool 3.42 – Convention: Convention on Indigenous and Tribal Peoples, 1989 (No. 169)

Tool 3.43 – Report: Implementing the ILO Indigenous and Tribal Peoples Convention No. 169 – Towards an inclusive, sustainable and just future, ILO, 2019

Tool 3.44 – Policy brief: COVID-19 and the world of work: A focus on indigenous and tribal peoples, ILO, 2020

Tool 3.45 – Report: Exploring and Tackling Barriers to Indigenous Women's Participation and Organization, ILO, 2021

Tool 3.46 – Policy guidance: Decent Work for Indigenous and Tribal Peoples in the Rural Economy, ILO, 2019

3.12. Implications for workers in the informal economy

The emphasis of the 2030 Agenda for Sustainable Development and the Sustaining Peace Agenda on tackling the root causes of conflicts and promoting more peaceful, stable and resilient societies has created the momentum for a transition to formality and decent work as core components of conflict-prevention, post-conflict recovery and sustaining peace.

Two billion people – more than 61 per cent of the world's employed population – make their living in the informal economy.[35] Informal employment is estimated to account for 82.5 per cent of total employment in fragile contexts, which is far higher than the global average.[36] The informal economy thrives in contexts of high unemployment, underemployment, poverty, gender inequality and precarious work. The situation is even more dramatic in the rural economy, especially in agricultural activities, which are characterized by high levels of informality. And all around the world, the problem is worse in conflict-affected and fragile situations, where there is no other alternative for a large part of the population than to try to make a living in the informal economy.

The informal economy plays a significant role in such circumstances, especially in generating income, because of the relative ease of entry and the low requirements in terms of skills, technology and capital. However, most people enter the informal economy not by choice, but out of a need to survive and gain access to basic income-generating activities. The informal economy is characterized by acute decent work deficits and the involvement of a disproportionate share of the working poor. Empirical research has clearly shown that workers in the informal economy are exposed to a higher risk of poverty than those in the formal economy.

As a result of these and other factors, there is a significant overlap between working informally and being poor and vulnerable. While some activities offer reasonable livelihoods, most people engaged in the informal economy are exposed to inadequate and unsafe working conditions; exhibit high illiteracy and low skills levels, and have inadequate training opportunities; have less certain, less regular and lower incomes than those in the formal economy; work longer hours; lack representation and employment rights and, in some cases, have an ambiguous or disguised employment status; and are physically and financially more vulnerable because work in the informal economy is either excluded from, or effectively beyond, the reach of social security schemes and safety and health, maternity and other labour protection legislation.[37]

35 ILO, *Women and Men in the Informal Economy: A Statistical Picture (Third Edition)*, Geneva, 2018.

36 This estimate is based on OECD calculations using data available for 30 of the 58 fragile contexts covered in ILO, *Women and Men in the Informal Economy: A Statistical Picture* (Third Edition), Geneva, 2018; OECD, *States of Fragility 2018*, OECD Publishing Paris, 2018.

37 In this context, the Transition from the Informal to the Formal Economy Recommendation (No. 204), adopted by the International Labour Conference in June 2015, constitutes a historic landmark for the world of work as it is the first international standard focusing exclusively on the informal economy in its entirety. See also: ILO, Provisional Record No. 16, International Labour Conference, 104th Session, Geneva, 2015.

Tool 3.47 – Guide: The Informal Economy and Decent Work: A Policy Resource Guide, supporting transitions to formality, ILO, 2013

Tool 3.48 – Report: Promoting transition to formality for peace and resilience, ILO 2019

Tool 3.49 – Policy guidance: Transitioning to Formality in the Rural Informal Economy, ILO, 2019

3.13. Implications for different economic sectors

Enhancing resilience prior to a crisis or achieving a sustainable recovery and restoring livelihoods in its aftermath often depends on systemic interventions to rebuild the local economic sectors and industries that will provide people with productive, decent work. Policymakers have to decide what areas and activities to fund. A systems approach focused on restoring livelihoods sustainably can shed light on the set of measures needed to strengthen or re-establish the critical segments of industries and sectors, both before a crisis and in its aftermath. The insights gained from sector-focused and systems-based assessments at national and community level are helpful in deciding which physical, economic and business processes should be prioritized and what combination of interventions is required to reduce the impact of a potential crisis (whether a conflict or a disaster) or build back better (BBB) during the recovery stage. In fact, long-term prevention and resilience is more likely to be generated by sectoral approaches and measures that go beyond responding to an immediate crisis. Consideration can also be given to ways of improving the productivity and quality of jobs and mutual trading relationships in local industries and sectors, leading to more inclusive development pathways.

Tailored approaches are needed to effectively promote inclusive development in fragile states and contexts. Acknowledging the diversity of fragile contexts, especially in rural areas, and applying a multi-sectoral approach at community level will ensure effective responsiveness to their specific needs. At the same time, such interventions should be coordinated with national rural development and sectoral programmes. Appropriately configuring linkages between sectors and with other levels of government – district, province and centre – is important to ensure the alignment of all efforts and to prevent duplication of responsibilities or omissions and oversights, and thus advancing towards sustainable/long-lasting solutions.

Tool 3.50 – Paper: Fostering inclusive rural transformation in fragile states and situations, Karim Hussein, IFAD, 2017

Tool 3.51 – Webpage: COVID-19 and the world of work: Sectoral impact, responses and recommendations, ILO

Tool 3.52 – Statement: Impact of COVID-19 on people's livelihoods, their health and our food systems, ILO, FAO, IFAD and WHO, 2020

Tool 3.53 – Brief: Impact of COVID-19 on the forest sector, ILO, 2020

Tool 3.54 – Brief: COVID-19 and the impact on agriculture and food security, ILO, 2020

Tool 3.55 – Checklist: COVID-19 and logging: Prevention and control checklist, ILO and FAO, 2020

Tool 3.56 – Guide: Practical guide for the prevention and mitigation of COVID-19 in agriculture, ILO, 2020

Tool 3.57 – Checklist: COVID-19 and mining: Prevention and control checklist, ILO, 2020

3.14. Implications for enterprises

Employment and self-employment are essential in enabling men and women affected by conflicts and disasters to re-establish sustainable livelihoods, and in facilitating an inclusive recovery.

In most countries around the globe, private enterprises create the greater number of jobs. However, in countries affected by conflicts and disasters, enterprises of all types and sizes are heavily impacted. A conflict or disaster may have destroyed the local infrastructure, deterred foreign investors and buyers, prevented youth from getting an education and developing their skills, and put local enterprises in situations that makes it impossible for them to fulfil existing orders or secure new ones. Post-conflict and disaster situations are also characterized by the additional burden of uncertainty and insecurity, including theft and looting.

It is therefore important to create an environment that enables the establishment and development of sustainable enterprises at the earliest stage of recovery, not only to generate income and livelihoods for the affected population, but also because enterprises play a crucial role in providing the goods and services needed for the reconstruction and functioning of the country.

Access to finance is particularly important for the informal sector and for micro-enterprises. Policies to set up formal financial markets also support and facilitate the vital shift from informal to formal business arrangements. Micro, small and medium-sized enterprises (MSMEs) and cooperatives should be promoted and capacity-building offered to improve productivity and expand market access. The role of foreign direct investment and the contribution of multinational enterprises can also be very beneficial in rebuilding societies and economies. Policies to promote linkages between multinational enterprises (MNEs) and local SMEs are helpful in developing skills and stimulating economic growth. By implementing their corporate social responsibility policies, MNEs can further contribute to recovery and stability by promoting decent and productive work at many levels.

For more information and resources, please see Chapter 7 (section 7.2.4).

3.15. Implications for the green economy

The direct environmental impact of military action can be devastating, disruptive and damaging to people and livelihoods, giving rise to chemical contamination, radiation, cratering and injury to plants and animals (the threat to mountain gorillas from civil war in Africa is a contemporary example).

Secondary environmental impacts include population displacement, looting and extraction of natural resources under war-economy regimes, and ineffective or absent environmental governance. Environmental degradation, settlement patterns, and livelihood choices and behaviour can also increase disaster risk, which in turn adversely affects human development. There has been an increase in the frequency and intensity of natural disasters caused or exacerbated by human activity, which resulted in a global loss of working-life years equivalent to 0.8 per cent of a year's work between 2000 and 2015.[38] Disasters lead to job and productivity losses caused by the destruction of infrastructure and capital stocks. One way of reducing disaster risk would be to build climate-resilient adaptive infrastructure under public employment programmes.

The generally accepted scientific view is that climate change does not of itself cause conflict, but its effects on fragile ecosystems and societies that are already under pressure as a result of a lack of economic opportunity may exacerbate existing threats and insecurities. Increasing unemployment, widespread poverty, growing populations and over-dependence on natural resources sensitive to climatic changes

38 Please refer to ILO Flagship Report: World Employment and Social Outlook 2018: Greening with jobs, 2018

– all in the absence of a robust and sustainable development strategy – make fragile and weak states more vulnerable to resource conflicts that are aggravated by climate change. Climate change acts as a "threat multiplier", exacerbating existing stresses and creating volatile situations. While there is a global consensus on this multiplier effect, the security implications of climate change are not yet well understood. The Intergovernmental Panel on Climate Change (IPPC) has noted that "climate change can indirectly increase risks of violent conflicts by amplifying well-documented drivers of these conflicts such as poverty and economic shocks".[39]

The consequences of climate change can have further negative impacts on pre-existing social and political tensions within fragile states by compounding political and economic instability, as well as by increasing the likelihood of large-scale migration. By contrast, if properly managed, climate change action can lead to more and better jobs. Adaptation to climate change and measures to mitigate greenhouse gas emissions offer opportunities for creating new jobs, while securing existing ones.

Weak institutions and poor service delivery hinder the implementation of regulations and policies that would promote needed investments in the green economy. Fragile and post-conflict countries depend on harnessing their wealth of natural resources in order to stabilize and develop. However, these countries also have the lowest capacity for reaping the multiple benefits from such resources without triggering new sources of conflict, thereby causing major environmental degradation or unleashing the "resource curse".

As countries and companies compete to secure concessions and scarce supplies, fragile states are particularly vulnerable to poor contractual terms, non-transparent decision-making, negative impacts and corruption. Access to international climate finance, such as the World Bank´s Clean Development Fund, can help fragile states secure the funds required to invest in green jobs, although access may prove problematic for states which do not have a creditable track record of good governance.

Tool 3.58 – Guidelines: A just transition towards environmentally sustainable economies and societies for all, ILO, 2015

Tool 3.59 – Report: World Employment and Social Outlook 2018: Greening with jobs, ILO, 2018

Tool 3.60 – Research Paper: The future of work in a changing natural environment: Climate change, degradation and sustainability, ILO, 2018

39 IPCC, *Climate Change 2014: Synthesis Report. Contribution of Working Groups I, II and III to the Fifth Assessment Report of the Intergovernmental Panel on Climate Change* [Core writing team, R.K. Pachauri and L.A. Meyer (eds.)], IPCC, Geneva, 2014.

3.16. Implications for rural areas

In many fragile countries and contexts, rural development is both a major challenge and an absolute priority. Viewing fragile settings through a rural "lens", one must acknowledge that eight out of ten of the world´s working poor live in rural areas, where the lack of decent work opportunities is pervasive. This situation is indeed affected by fragile conditions, conflicts and disasters, because these exacerbate the existing vulnerabilities of disadvantaged and/or marginalized people. In turn, conflicts and natural disaster disproportionately affect those living in rural areas, where a large proportion of the population depend on the land for their livelihoods, competition for natural resources is intense and governance may be weak. Moreover, the COVID-19 pandemic has had a strong impact on rural economies and food systems. In particular, most of the extreme poor live in rural areas, and agricultural workers are amongst the most food insecure. This being the case, promoting more inclusive and sustainable patterns of rural development will help to create virtuous cycles, making rural communities more cohesive and resilient, and thus sustaining peace.

The factors contributing to fragility and poor resilience in rural areas are multiple and often interlinked. They include uneven distribution of economic growth and opportunities, weak institutions and poor social dialogue, conflicts over access to productive resources, the degradation of natural resources, lack of employment opportunities for youth, gender inequality, poor working conditions, occupational hazards and limited access to social protection, as well as limited access to and the low quality of basic services and infrastructure. The following are all aspects of fragile conditions in rural areas:

- **Socio-economic inequalities between rural and urban areas.** Such inequalities are determined by authority and capacity deficits, including the absence of strong, consistent and legitimate political leadership, and an historical urban-elite bias. Moreover, economic growth and opportunities are frequently distributed unevenly, and rural workers, in particular smallholders, women, youth, and indigenous and tribal peoples, are badly affected. The COVID-19 pandemic has laid bare the decent work deficits in the agriculture sector and the rural economy.
- **Lack or limited access to infrastructure and services,** including transport, electricity/energy and clean water, as well as storage and warehousing, productive facilities, technology, markets, and services such as finance, education and healthcare. For instance, limited access to healthcare information and health services means that rural populations are less likely to know how to prevent and protect themselves from major disease outbreaks, including Ebola, COVID-19 and HIV/AIDS. If they fall ill, they are less likely to receive treatment, care and support.
- **Environmental degradation and food insecurity, aggravated by fragility.** Rural livelihoods, especially those related to agriculture, are highly reliant on natural resources, which may be eroded or disrupted by natural events such as landslides and floods, or slow-onset phenomena such as drought. Erratic weather patterns lead to competition among users of increasingly scarce natural resources, particularly between nomads and settled communities dependent on arable farming. Food insecurity can be particularly acute in rural locations, as food production and yields and/or access to storage facilities and food markets may be affected in fragile conditions. Agricultural prices are volatile and subject to significant shocks, which may further exacerbate rural food insecurity. In situations of crisis and fragility, therefore, rural workers and households may have to adjust their livelihood strategies, also due to limited access to social protection, and take on less productive and more vulnerable forms of employment, which may lead to an increase in child labour. The impact of the COVID-19 pandemic on food systems has been significant leading to increases in food security and deepening of poverty.
- **The uncertain status of land tenure and land ownership in rural areas,** related to and compounded by deficits in state authority and capacity. Uncertainty of this kind affects overall productive capacity and productivity levels in rural areas. Moreover, the lack of clarity in terms of land boundaries and ownership rights, especially as it affects women and ITPs, limits their access to financial services, which may include insurance against natural hazards. It is important to provide effective support for the diversification of the incomes of rural families because, in many instances, the rural poor do not have legal title or access to land. Livelihood

diversification is key to household food security, either as a means of survival or as part of a strategy of accumulation, and is the primary means of establishing a household safety net. Significantly, diversification is often dependent on illicit activities.

- **Lack of outreach on the part of agricultural-extension,** labour-inspection and rural-advisory services. Ineffective service delivery in rural areas is common in countries where state authority and capacities are to any extent deficient, and situations of fragility further undermine their delivery capacity.
- **Rural youth face a unique set of circumstances and adversities,** and persistent unemployment and working poverty among youth remain a challenge. The lack of viable employment opportunities remains a key obstacle to their participation in rural labour markets. Furthermore, rural youth are disproportionately exposed to conflict, and they are thus uniquely vulnerable to its adverse effects. Youth is a period of transition, and when young people experience violence in consecutive life stages, adversities from one stage can be carried forward into subsequent life stages. In rural economies, promoting a youth-inclusive peace process and unleashing the potential of decent jobs for rural youth provide a unique opportunity to build resilience and sustainable peace.
- **Gender inequalities and discrimination in rural areas.** Women in the rural economy are subject to discrimination on multiple grounds, including in access to productive resources, and often face severe decent work deficits, especially in fragile situations. In addition to being discriminated against, based on their sex, they may be disadvantaged because of their ethnic or social origin and religion. Despite the formulation of legislation on violence against women in most of fragile settings, specific action is needed in rural areas, as there are often higher levels of harassment and violence against women in rural areas. Serious questions arise as well regarding the lack of increase in women's authority and status and the correlations with violence against women, coupled the relative absence of women in public bodies. Social norms need to be accounted for as they interact with legal forms, and certain traditional social norms may perpetuate gender inequality and discrimination.
- **Gender-based violence.** Such violence stems from gender-based discrimination and social norms that lead to unequal power relations between men and women, or violence is perpetrated against people because they do not conform to socially accepted gender roles.
- **Weak governance, lack of policy coherence and/or ineffective decentralization.** Political systems may disenfranchise certain ethnic, regional and/or cultural groups, while historical urban-elite biases further increase tensions. Lawlessness and a lack of courts and police services in rural areas further increase instability.
- **Urbanization.** This is a global phenomenon affecting many fragile and conflict-affected nations. Fragility in rural areas and weak urban-rural linkages may hamper the efficient transfer of food and other resources from

rural to industrial and urban areas, restricting higher productivity on the part of rural workers and reducing their incomes. Urbanization is closely associated with migration, which tends to increase in situations of fragility, spurred by the need for security, employment opportunities and access to basic services. According to the UN, between 2011 and 2050 the number of people living in cities will grow by 2.6 billion, from 3.6 billion to 6.3 billion. Most of this urbanization will take place in developing countries. By the middle of the century, 64 per cent of the population of the developing world will be city dwellers. In this process, the role of rural towns and medium-sized cities may gain relevance in revitalizing rural economies if good connectivity is provided and rural-urban linkages prosper.

In a nutshell, rural areas are subject to many of these conditions of vulnerability and their negative impacts. However, local economic development may hold the key to lifting rural dwellers out of poverty and reducing their vulnerability to external shocks.

Making rural areas more sustainable and resilient can only be achieved by adopting more integrated, systemic approaches that give a place to all rural voices. In fragile rural settings, the effectiveness of many traditional tools, policies and programmes is in fact reduced due to such high levels of vulnerability and, in many cases, the use of traditional approaches can have an aggravating effect on the problems that need to be addressed.

Conditions of vulnerability in rural areas therefore need to be identified in the diagnosis, formulation, design and implementation of policies, programmes and tools. It may also be necessary to add specific programme components, for instance reinforcing the resilience of agricultural activities to weather-related exogenous risks or boosting the socio-economic empowerment of rural workers, while ensuring that the more vulnerable are also included.

Agriculture is clearly a strategic sector, because of its key role in terms of food security, as well as the impacts on the natural environment and its dependence on biodiversity and healthy ecosystems. Investment and initiatives in these areas must be beneficial for the rural people who work in the sector and depend on it for their livelihoods. In fragile rural situations, especially where public-sector capacity is weak, it is important to ensure the engagement of tripartite constituents and other civil-society stakeholders, with a view to supporting an inclusive transformation, achieving greater resilience and leaving no one behind.

Tool 3.61 – Working Paper: Understanding the drivers of rural vulnerability, ILO, 2017

Tool 3.62 – Webpage: Portfolio of Policy Guidance Notes on the Promotion of Decent Work in the Rural Economy, ILO, 2017

4

How employment and decent work contribute to peace and resilience

This chapter introduces key concepts on how employment and decent work contribute to peace and resilience.

In conflict and fragile settings, employment and decent work initiatives must always be designed and implemented in a conflict-sensitive way, to ensure they do no harm in already volatile environments. This chapter therefore introduces concepts and tools that will assist the ILO, its partners and constituents to be conflict-sensitive, while contributing purposefully to peace and resilience. This means (i) providing concrete decent work opportunities, (ii) enhancing contact among members of the crisis-affected population to increase social cohesion, and (iii) aiming to reduce (real or perceived) grievances and the sense of injustice. Finally, it is important to systematically build and share knowledge on the contribution that employment and decent work make to sustaining peace and resilience.

The chapter also explores the link between employment and decent work and resilience, outlining the critically important role that employment and decent work play in strengthening disaster risk reduction (DRR). It also provides guidance on how to integrate measures to strengthen resilience by promoting initiatives relating to decent work throughout the disaster management cycle, from prevention to recovery.

▶ Box 4.1. A joint ILO/PBSO brochure on "Sustaining peace through decent work and employment

This brochure was jointly developed by the ILO and the UN Peacebuilding Support Office (PBSO) of the Department of Political and Peacebuilding Affairs (DPPA). It considers how underemployment and decent work deficits can exacerbate grievances, inequalities, turmoil, conflict and violence, particularly during the COVID-19 crisis.

In this framework, the brochure aims to guide the strategic choices of UN country teams, UN resident coordinator offices, and UN agencies, funds and programmes, as well as governments, and workers' and employer and business membership organizations, regarding the contribution that employment and decent work can make to sustaining peace in the Humanitarian-Development-Peace Nexus, by following the pathways introduced in this chapter.

Source: ILO and DPPA/PBSO, Sustaining peace though decent work and employment, February 2021.

4.1. The vicious cycle of crisis, conflict, climate change, unemployment and decent work deficits

Violent conflict, climate change and disasters have staggering economic costs,[40] and it is evident that there is a "vicious cycle" linking them unemployment and decent work deficits. On the one hand, crises – including the COVID-19 pandemic – can halt and reverse sustainable economic development, with severe implications for the world of work, in terms of both the availability and quality of jobs.[41] Where the quality of work is concerned, conflict and widespread violence may increase informality and non-contractual and unregistered work, particularly for youth and women, and prop up illicit economies, built around – and making workers dependent on – continued violence. Furthermore, conflict severely limits the degree to which workers enjoy basic social protection and fundamental rights and principles at work, and pushes many children into worst forms of child labour. On the other hand, unemployment and decent work deficits can themselves be key contributing factors to conflict and fragility. For example, non-respect of fundamental rights at work (child labour, discrimination, etc.), inequality of economic opportunity or the absence of social dialogue in the workplace can trigger grievances and lead to conflict.

Similarly, an extreme weather event, such as a tropical storm, may damage or destroy productive assets and affect the demand and supply of labour. This in turn often leads to unemployment, decent work deficits and increases in unacceptable forms of work. For example, when families lose their source of income due to the destruction of workplaces and livelihood assets, they may resort to child labour, or become victims of trafficking or other violations of basic rights. This results not only in a reduced ability to cope with the current crisis, but also jeopardizes resilience against future disasters.

▶ **Figure 4.1. The vicious cycle of crisis, conflict, climate change, unemployment and decent work deficits**

40 UN and World Bank, *Pathways for Peace: Inclusive Approaches to Preventing Violent Conflict*, World Bank, Washington, DC, 2018.
41 ILO and CCDP, *Employment and Decent Work in Fragile Settings: A Compass to Orient the World of Work*, ILO, Geneva, 2016.

▶ Box 4.2. COVID-19: From crisis to opportunity for peace and resilience in countries affected by conflict and disaster

Employment and decent work initiatives are key to tackling the socio-economic impact of the COVID-19 crisis, but also to addressing grievances, discrimination and stigmatization over access to resources, livelihoods and health services. An approach based on employment and decent work for peacebuilding can help to maintain and reinforce social cohesion and peaceful coexistence during the COVID-19 crisis, alleviating social tensions among communities experiencing a sense of inequality and injustice, including refugees, internally displaced persons (IDPs) and host communities. While focusing on the immediate and direct needs arising from the disease and measures to contain it, responses in fragile settings should also aim to alleviate social tensions and avoid any worsening of pre-existing conflicts, so as to prevent a vicious cycle whereby the disease and conflict are mutually reinforcing.

The ILO, the WHO, Interpeace and the UN Peacebuilding Support Office (PBSO) of the Department of Political and Peacebuilding Affairs (DPPA) joined forces in 2020 to examine policy and programming issues relating to international health and employment interventions in response to COVID-19 in conflict-affected countries. The result of this collaboration is a joint paper that outlines a range of important peacebuilding considerations and highlights the significant contributions the WHO and the ILO are making to mitigate the impacts of the pandemic. Some of the key recommendations are:

- Understand the impact of COVID-19 on health care, health-care systems, livelihoods, decent work and peace and conflict dynamics;
- Approach a multidimensional crisis with a multidimensional response across the Humanitarian-Development-Peace Nexus;
- Commit to conflict-sensitive, peace-responsive and tailored policy and programmatic approaches;
- Use the COVID-19 crisis as an opportunity to shift to locally-led responses, by adopting participatory and inclusive methods; and
- Lay the foundations for structural change and build resilience.

Potential pathways to promoting employment, health and peacebuilding in conflict-affected countries during the COVID-19 crisis:

- Developing and implementing public employment programmes to create livelihoods, support health services and build trust;
- Promoting social dialogue and the role of the private sector, and employer and business membership organizations and workers' organizations, in the response to the COVID-19 crisis;
- Developing workers' skills, particularly in the health care sector, in response to the crisis;
- Supporting local small-scale enterprises and ensuring business continuity;
- Promoting emergency cash transfers in a conflict-sensitive manner, while reinforcing national social protection systems;
- Ensuring inclusive and conflict-sensitive access to health care, including mental health services;
- Promoting cooperation across society (including conflicting groups) in health governance.

Tool 4.1 – Paper: Summary and key recommendations - From crisis to opportunity for sustainable peace: A joint perspective on responding to the health, employment and peacebuilding challenges in times of COVID-19, ILO, Interpeace, United Nations Peacebuilding Support Office (PBSO) and WHO, 2021

Tool 4.2 – Paper: From crisis to opportunity for sustainable peace: A joint perspective on responding to the health, employment and peacebuilding challenges in times of COVID-19, ILO, Interpeace, United Nations Peacebuilding Support Office (PBSO) and WHO, 2020

▶ **Box 4.2. (cont.)**

In addition, the ILO CSPR Guidance Note "Jobs for Peace and Resilience: A response to COVID-19 in fragile contexts" outlines initiatives that could be taken to address the consequences of COVID-19 in fragile contexts, deriving from the policy areas of the Jobs for Peace and Resilience (JPR) approach.

Tool 4.3 – Guidance note: Jobs for Peace and Resilience (JPR) - A response to COVID-19 in fragile contexts: Key recommendations from the JPR Task Team, ILO, 2020

In the context of COVID-19, countries affected by disasters and climate change face multiple problems, having to deal with the challenges posed by the pandemic, while confronted with other equally or more destructive slow- or sudden-onset disasters, such as droughts, floods, tropical storms, volcanic eruptions or earthquakes. Some of these countries are also affected by additional factors of fragility, such as political instability and conflict, further reducing their capacity to cope with the health risks of the virus, the consequences of disasters and the negative impacts of both on livelihoods.

In this context, emergency response plans and recovery strategies need to be rethought and redesigned to ensure they are compatible with the battle against the pandemic. This poses dilemmas such as how to implement evacuation procedures, ensure safety and health in evacuation centres and shelters, or rebuild essential infrastructure while complying with stay-at-home and physical-distancing regulations. At the same time, additional support measures are needed to cushion the negative socio-economic impact of COVID-19-related restrictions.

However, the picture is not totally bleak. Responding to the pandemic in disaster-prone countries also provides opportunities to strengthen the linkages between the world of work, disaster risk reduction, climate change action and sustainable development by addressing systemic risk across multiple sectors. Recovery efforts can contribute to these efforts by promoting effective prevention and preparedness measures to help affected countries "build back better", thus increasing resilience to future shocks.

The ILO CSPR Technical Note "COVID-19 response and recovery in countries affected by disasters and climate vulnerability: Challenges and opportunities" focuses on the situation of disaster-prone countries and outlines possible pathways for responding to COVID-19 in a context of multiple, concurrent disasters.

Tool 4.4 – Technical note: COVID-19 response and recovery in countries affected by disasters and climate vulnerability: challenges and opportunities, ILO, 2020

4.2. Employment and decent work in the Humanitarian-Development-Peace Nexus

Various UN reform agendas, in particular Agenda 2030 (especially SDG16) and the Sustaining Peace Agenda, as well as discussions around the Humanitarian-Development-Peace Nexus (HDPN), recognize that achieving favourable development outcomes and alleviating humanitarian needs is dependent upon preventing and transforming violent conflict (see Chapters 1 and 2 for more information). The UN Secretary-General has called on all UN entities to integrate the sustaining peace approach into their strategic planning, and to regard sustaining peace as an important goal to which their work contributes.

Similarly, disaster risk reduction is an essential dimension of many development frameworks and agreements, and there are calls for DRR to be given greater emphasis in the HDPN.

▶ Box 4.3. Employment, decent work and livelihoods in peace and development frameworks

- SDG 8: Decent Work and Economic Growth and SDG 16: Peace, Justice and Effective Institutions require an integrated approach across sectors and stakeholders to "promote sustained, inclusive and sustainable economic growth, full and productive employment and decent work for all" and to reduce all forms of violence, end exploitation, promote the rule of law, ensure participatory decision-making and improve public accountability.
- Recommendation No. 205 on Employment and Decent Work for Peace and Resilience is a landmark normative framework providing guidance for employment in situations of crisis, conflict, disaster and displacement.
- The UN Secretary-General's report on peacebuilding in the immediate aftermath of conflict (2009) and the UN Peacebuilding Fund Priority Area 6 focus on economic revitalization, including employment generation and livelihoods (in agriculture and public works), particularly for youth and demobilized former combatants, as well as rehabilitation of basic infrastructure.
- The UN Sustaining Peace Agenda stresses the importance of comprehensive approaches that include the entire UN system to prevent the outbreak, escalation, recurrence or continuation of violent conflict, creating durable peace and prospects for economic development.
- The UN Secretary-General's Prevention Agenda focuses on taking early action to counter emerging risks, targeting the root causes of vulnerabilities and building resilience to external economic shocks, in particular by promoting job-led growth.
- The New Deal for Engagement in Fragile States, which includes peacebuilding and state-building goals, provides guidance on the country-level implementation of peacebuilding priorities in fragile contexts. In particular, Goal 4 focuses on creating employment and improving livelihoods as an economic foundation.
- The UN-World Bank Pathways for Peace study prioritizes livelihoods as a pathway to peace in fragile contexts.
- The World Bank Group Strategy for Fragility, Conflict and Violence 2020-2025 commits to protecting the human capital of vulnerable groups and building resilience for recovery, by promoting livelihoods and job creation, and by protecting institutions critical for economic recovery, in its programmes to deal with crises and violent armed conflict.
- The Global Initiative on Decent Jobs for Youth invests in employment as a pathway to peace. It is a comprehensive UN system-wide effort that brings together the vast global resources and convening power of the UN and other global key partners to promote investment in youth employment.

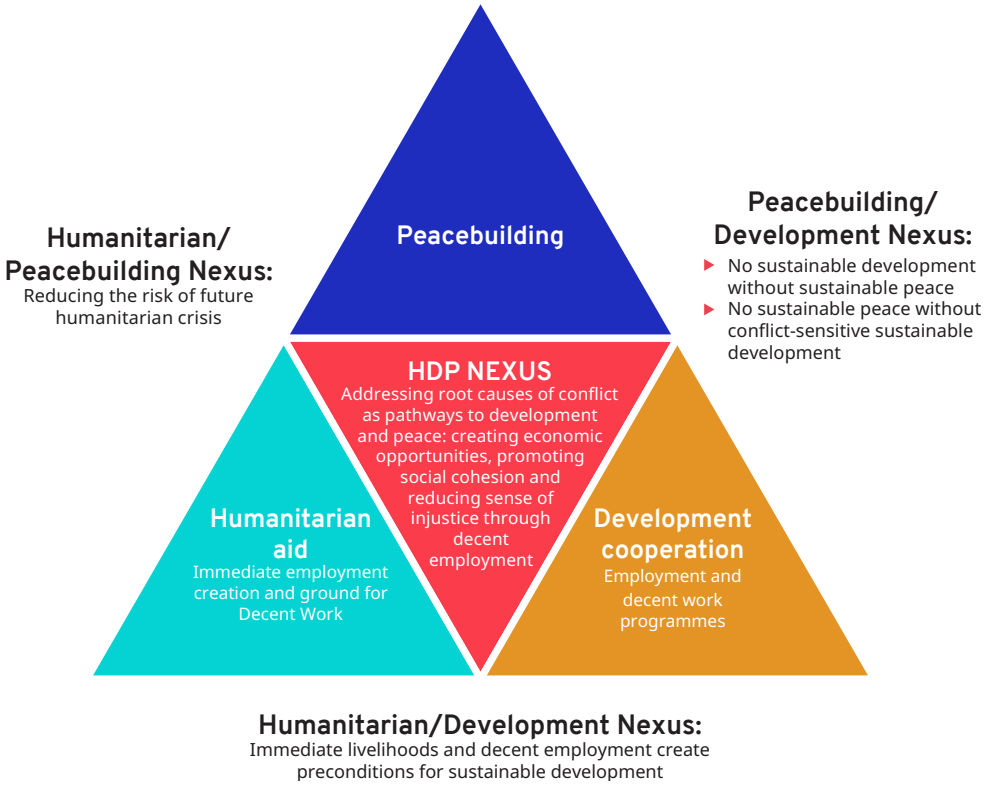
▶ Box 4.4. Employment, decent work and livelihoods in disaster response and disaster risk reduction frameworks

- SDG 8 on Decent Work and Economic Growth calls for full and productive employment and decent work for all (see Box 4.3), while SDG 13 on Climate Action (2015) calls for urgent action to combat climate change and its impacts. SDG 13 targets include "strengthen resilience and adaptive capacity to climate-related hazards and natural disasters in all countries" and "integrate climate change measures into national policies, strategies and planning".
- The Sendai Framework for Disaster Risk Reduction 2015-2030 (2015) aims to achieve a substantial reduction of disaster risk; to reduce losses in lives, livelihoods and health, and in the economic, physical, social, cultural and environmental assets of persons, businesses, communities and countries; and to strengthen their resilience. One of the framework's four priorities states that "public and private investment in disaster risk prevention and reduction through structural and non-structural measures are essential to enhance economic, social, health and cultural resilience [...]. These can be drivers of innovation, growth and job creation."
- The ILO's Guidelines for a just transition towards environmentally sustainable economies and societies for all (2015) recognizes that the world of work faces major challenges in the transition to environmentally sustainable economies and societies. These challenges include "the need for enterprises, workplaces and communities to adapt to climate change to avoid loss of assets and livelihoods and involuntary migration".
- The Paris Agreement (adopted at the COP 21 in 2015, entered into force in 2016), a legally binding international treaty on climate change, aims to strengthen the global response to the threat of climate change and limit global warming. The agreement takes into account "the imperatives of a just transition of the workforce and the creation of decent work and quality jobs in accordance with nationally defined development priorities". Article 7 of the agreement recognizes that adaptation efforts contribute to the global climate change response to "protect people, livelihoods and ecosystems".
- Recommendation on Employment and Decent Work for Peace and Resilience, 2017 (No. 205) considers the impact and consequences of conflicts and disasters for poverty and development, human rights and dignity, decent work and sustainable enterprises. The recommendation recognizes the importance of employment and decent work in preventing crisis situations in the aftermath of disasters, enabling recovery and building resilience.
- The UNDRR Recommendations and Checklist for Scaling Up Disaster Risk Reduction in Humanitarian Action outline ways of making DRR more integral to humanitarian planning and programming and to aligning humanitarian, development and peace efforts with a view to strengthening DRR. Recommendation No. 205 is referenced as a tool in this regard.

As illustrated in the Humanitarian-Development-Peace Nexus triangle below (Figure 4.2), the Decent Work Agenda is an essential element of the triple nexus, whereby employment, decent working conditions and social dialogue can contribute to peace and resilience. A two-fold approach to a crisis – implemented in collaboration with Member States, tripartite constituents, and international and national partners, and with the direct involvement of local populations and stakeholders – can stimulate and assist long-term socio-economic development in an inclusive and rights-based manner, as well as providing an immediate conflict-sensitive response centred on employment and contributing to peace. In this way, decent work and social justice are promoted as key drivers of resilience and peace,[42] addressing the underlying factors of fragility that made the society and economy particularly vulnerable to external shocks in the first place.

42 ILO, JPR Factsheet, 2020.

▶ **Figure 4.2. Employment and Decent Work in the Humanitarian-Development-Peace Nexus (ILO)**



The New Way of Working, exemplified by this framework, is one of the elements of Secretary-General António Guterres's reform agenda, in which he calls on individual agencies, the UN system, and the "system as a whole" to break down silos and "bring the humanitarian and development spheres closer together from the beginning of a crisis to support affected communities, address structural and economic impacts and help prevent a new spiral of fragility and instability." In the words of the Secretary-General: "Humanitarian response, sustainable development and sustaining peace are three sides of the same triangle".[43]

Crises, whether they manifest as conflicts, pandemics, disasters or socio-economic shocks, cannot be solved by one set of actions alone. Humanitarian, development and peace actions all have a role to play in many of these crises: humanitarian response to save lives and protect people, development assistance to address multi-dimensional structural challenges, and peace action to ensure that countries can sustain peace, i.e. prevent the outbreak, escalation, continuation and recurrence of conflict. This is why, in conflict-affected and protracted-crisis contexts, ensuring coherence, complementarity and collaboration across the Humanitarian-Development-Peace Nexus is so important in order to realize rights, reduce needs, vulnerabilities and risks, and address drivers and underlying causes of conflict in the long term. Capitalizing on the linkages between the humanitarian, development and peace pillars of the nexus is equally important for disaster risk reduction and for ensuring that immediate needs are met, while disaster risk is reduced and resilience strengthened in the long term.

As illustrated in the HDPN triangle above, the ILO has an important role to play in crisis response and should aim to *be proactively involved in the nexus at an early stage*, supplementing humanitarian emergency action with interventions to stimulate and support long-term socio-economic development in an inclusive and rights-based manner. In an emergency response, there is an understandable focus on the immediate provision of essential goods and services. While such measures are necessary, they should be made part of a wider, long-term vision for recovery, which not only promotes self-sufficiency and sustainable livelihoods, but also addresses the underlying factors of fragility that made the society and economy particularly vulnerable to external shocks in the first place.

43 IASC, Background Paper on Advancing the New Way of Working, Istanbul 18-19 May 2017.

Table 4.1 below sets out a list of economic revitalization initiatives regarded as peacebuilding priorities by the Peacebuilding Support Office (PBSO) of the UN Department of Political and Peacebuilding Affairs. This list can used as a reference when developing Peacebuilding Fund (PBF) projects in eligible countries. Table 4.2 and Chapter 7 provide further examples of employment programmes across the HDPN.

▶ Table 4.1. Peacebuilding Priorities Coding System developed by the PBSO (2021) – Priority 6 on economic revitalization[44]

6. Economic Revitalization	
6.1. Employment generation and livelihoods (e.g., in agriculture and public works), particularly for women, youth and demobilized former combatants	Support **conflict-sensitive and peacebuilding-relevant employment policy and planning**; institutional capacity-building and advice; employment creation and income-generation programmes (e.g. in agriculture and public works), contributing to increased resilience; skills programmes, vocational training and apprenticeships, including activities specifically designed for the needs of women and vulnerable groups, such as youth and demobilized former combatants. Includes programmes on micro-finance and credit co-operatives, etc. (*see also category 2.5 "Disarmament, demobilization and reintegration (DDR)"*)
6.2. Economic recovery through enterprise recovery, including value chains	Support economic recovery, enterprise recovery through conflict-sensitive and peacebuilding-relevant public sector policies and institutional support to the business environment and investment climate; public and private provision of business development services, including support to private organizations representing businesses. Direct support to improve the productive capacity and business management of micro, small and medium-sized enterprises, including accounting, auditing, advisory services, technology transfer and skills upgrading.
6.3. Management of natural resources (including land and extractives) and climate change	▶ Support sustainable management of natural resources with a view to managing conflicts and sustaining peace: fair and sustainable agricultural development and use of land resources, including land reform and land (use) rights; land inventories, cadastre and information systems, institutional capacity-building and advice; soil degradation control; soil improvement; drainage of water-logged areas; soil desalination; agricultural land surveys; land reclamation; erosion control, desertification control. Sustainable forestry development, including afforestation, erosion and desertification control. ▶ Sustainable water management, including fishery development, river basins development. ▶ Sustainable mineral resource management, including mineral and mining sector policy, planning and programmes; mining legislation, mining cadastre, mineral resources inventory, information systems, transparency (e.g. on concessions, contracts, tenders, revenues, royalties); institutional capacity-building and advice; mineral extraction and processing, infrastructure, technology, economics, safety and environment management. ▶ Support activities related to adaptation to and mitigation of the impacts of climate change with a view to managing conflicts and sustaining peace.
6.4. Basic infrastructure rehabilitation and development	Infrastructure rehabilitation and development to facilitate recovery and resilience-building and enable populations to restore their livelihoods in the wake of an emergency situation: restoring pre-existing and building essential infrastructure and facilities (e.g. roads, bridges, irrigation, water and sanitation, shelter, health care services, education). Includes longer-term reconstruction ("build back better") or construction of new infrastructure (*see also categories 5.1 "Water and sanitation", 5.2 "Health", 5.3 "Education", and other categories for relevant sectors*).

44 The 2009 Secretary-General's Report on peacebuilding, identified recurring peacebuilding activities under six peacebuilding priorities (PBP): 1) Political Processes; 2) Safety and Security; 3) Rule of Law and Human Rights; 4) Core Government Functions; 5) Basic Services; and 6) Economic Revitalization.

▶ Box 4.5. UNDRR Guidance on scaling up disaster risk reduction in humanitarian action

In October 2019, the UNDRR and its partners from across the humanitarian, development and DRR spheres began identifying gaps and entry points for scaling-up DDR in humanitarian contexts. This work resulted in the Scaling Up Disaster Risk Reduction in Humanitarian Action Report and Checklist, published in 2020 and intended to support this work.

The report and checklist outline ways to make DRR more integral to humanitarian planning and programming, and to align humanitarian, development and peace efforts with a view to strengthen DRR.

The document provides recommendations relating to the different steps of the Humanitarian Programme Cycle (HPC), both overarching considerations and enabling actions.

The overarching DRR considerations that the report recommends include:

- **Advancing DRR in all contexts requiring humanitarian-development-peace collaboration**: There needs to be complementary, risk-informed programming and financing, to improve coordination and consolidate risk-related data and analysis across the humanitarian, development and peace pillars.
- **A principled, equitable and human rights-based approach to DRR**: Hazard and risk assessments, plans and mitigation actions should satisfy basic principles of accountability, participation, non-discrimination and inclusion.
- **A conflict-sensitive approach to DRR**: DRR approaches must be conflict-sensitive, seeking opportunities to redress power imbalances, without perpetuating or fuelling conflict dynamics. Conversely, DRR concepts and approaches must be integrated into humanitarian responses to situations of conflict.
- **Reducing risk at the local level in humanitarian contexts**: DRR work should include the mapping of local stakeholder capacities, help to ensure that national policies reach local communities, promote DRR at sub-national level and engage women in local DRR efforts.

One of the recommendations in the guidance documents for humanitarian and development actors concerns social protection. As social protection systems expand in low- and middle-income countries, and as the use of cash increases in humanitarian response, the two should be integrated to ensure gains in efficacy and sustainability. For instance, integrating forecast-based cash distributions with social safety net programmes in response to seasonal humanitarian crises can ensure that more people are reached at an early stage, facilitate a faster recovery, and stabilize livelihoods at lower cost. The report and checklist therefore call for early action and funding through existing social services, social protection systems and safety nets.

The ILO participated in the development of the guidance document and checklist, and Recommendation No. 205 is highlighted as a tool for use in humanitarian-development-peace collaboration.

Sources: Scaling Up Disaster Risk Reduction In Humanitarian Action, UNDRR 2020; and Checklist: Scaling Up Disaster Risk Reduction In Humanitarian Action, UNDRR 2020.

The Decent Work Agenda is an essential element of the triple nexus and supports the ILO's belief that employment, decent working conditions and social dialogue contribute to peace and resilience. By adopting a distinctive rights-based approach, the ILO aims to build the resilience of nations and people caught in fragile, conflict and disaster situations. In collaboration with its Member States, tripartite constituents, international and national partners, and with the direct involvement of local populations and stakeholders, the ILO supports an employment-centred immediate crisis response. At the same time, it advocates and contributes to a long-term employment-centred development strategy, promoting decent work and social justice as key drivers of resilience and peace.[45]

Crises can and must be used as opportunities to promote international labour standards (ILS), starting with fundamental principles and rights at work (FPRW); establish, recover or expand employment policies and programmes; provide support for the private sector; and implement social protection floors. The ILO's social dialogue mechanism, involving its constituents, is a unique asset in the work of supporting recovery and building resilience to future crises.

The COVID-19 crisis, in particular, is an opportunity to put into practice the New Way of Working, with its emphasis on inter-agency context and risk analysis, collaborative response planning and the achievement of collective outcomes. Joint UN conflict and peacebuilding assessments, such as the Recovery and Peacebuilding Assessment (RPBA), should therefore be systematically conducted to address conflict drivers linked to employment and decent work deficits (see Chapter 6). Similarly, given the focus on ways of working together to mitigate the impacts of COVID-19, build back better and prevent future pandemics, the crisis also presents an opportunity to invest in these linkages from a DRR perspective.

However, cooperation among international agencies is not in itself sufficient. Crisis responses will also have to engage local actors to gain a better understanding of local needs and capacities, and to ensure that local people have a leadership role in addressing their needs, whether they be humanitarian, developmental or peace-related.

45 ILO, JPR factsheet, 2020.

▶ Table 4.2. Example of an ILO programme across the HDP Nexus: Employment intensive investment programme (EIIP) for recovery and peacebuilding

Humanitarian response	Development response	Peacebuilding response
▶ Direct and emergency employment creation in the form of immediate short-term cash income opportunities for vulnerable people or communities affected by fragility. Work is mostly carried out on public or community infrastructure and green works addressing the immediate economic, social and environmental needs of those affected. ▶ Emergency employment differs from some other cash-for-work initiatives due to its special focus on productivity and decent working conditions, such as occupational safety and health (OSH) and equal pay for work of equal value. **Examples:** Develop and distribute new recommendations for Employment-Intensive Investment Programmes (EIIPs) during/after a health crisis based on overall COVID-19 safeguards; debris collection and recycling, rehabilitation and reconstruction works, as well as the care sector, and agriculture-related activities, drainage schemes, river-bank maintenance, etc.	▶ Generation of mid- to long-term job opportunities by building the institutional capacity of governments to manage the reconstruction of damaged infrastructure, and by strengthening the local construction industry with the skills required to rebuild. ▶ Support locally maintained sustainable infrastructure and improve the performance of local SMEs, all of which contributes to economic stability and sustainable development. ▶ Labour resource-based (LRB) approaches, particularly in rural areas, in the spirit of leaving no one behind. The LRB approach optimizes the use of local resources, including labour and skills, throughout the project cycle. ▶ In the case of climate change adaptation, *green works*[46] to protect and restore the productive capacities of ecosystems and support people's adaptation to the effects of climate change and environmental degradation, while at the same time creating decent jobs locally. This approach impacts positively on disaster risk management and facilitates the transition to a socially inclusive low-carbon economy.	▶ In conflict-affected contexts, giving employment to the disenfranchised on conflict-sensitive projects helps to reinforce **social cohesion** by defusing tension in volatile communities, lowering the risk of future incidents, and increasing trust among communities and between the local population and local government. ▶ **Community contracting** can empower local communities by entrusting them with an executive role in the identification, planning and implementation of agreed development objectives. The aim is not only to assist the community in accessing better services and infrastructure, but to build their capacities and give them experience in negotiating with government and non-government partners. Participatory dialogue enhances the sense of belonging of community members, as well as their social cohesion.

46 For more information, please see ILO, "Green works - Creating decent jobs through investments: Promoting forest restoration, irrigation, soil and water conservation, and flood protection", 2020.

- **Conflict-sensitivity:** In conflict and fragile settings, employment and decent work initiatives must always be designed and implemented in a conflict-sensitive way, to ensure they *do no harm* in already volatile environments.

- **Peace-responsiveness:** Peace-responsiveness refers to the ability of actors operating in conflict-affected or fragile contexts to be conflict-sensitive and to contribute to sustainable peace through their technical programming, in accordance with their mandates. This means deliberately addressing drivers of conflict and strengthening capacities for peace. A peace- responsive approach intentionally supports inclusive and locally led change and strengthens societal resilience to conflict and violence.

4.3. Moving beyond conflict-sensitivity to peace-responsiveness of employment and decent work programmes

A proactive and strategic approach to planning is critical to interventions designed to build peace by addressing the root causes of vulnerability, conflict and decent work deficits. *It is therefore important to differentiate between employment programmes in conflict-affected countries and employment programmes for peace.* Indeed, the conceptual link between employment and peace does not mean that all employment and livelihoods initiatives necessarily contribute significantly to peace: *simply adding peacebuilding activities into an employment programme without considering how they complement each other does not constitute integrated employment for peacebuilding programming.* Interventions in all policy areas in fragile and conflicted-affected states should therefore contribute to tackling conflict and fragility as a primary or secondary set of objectives.

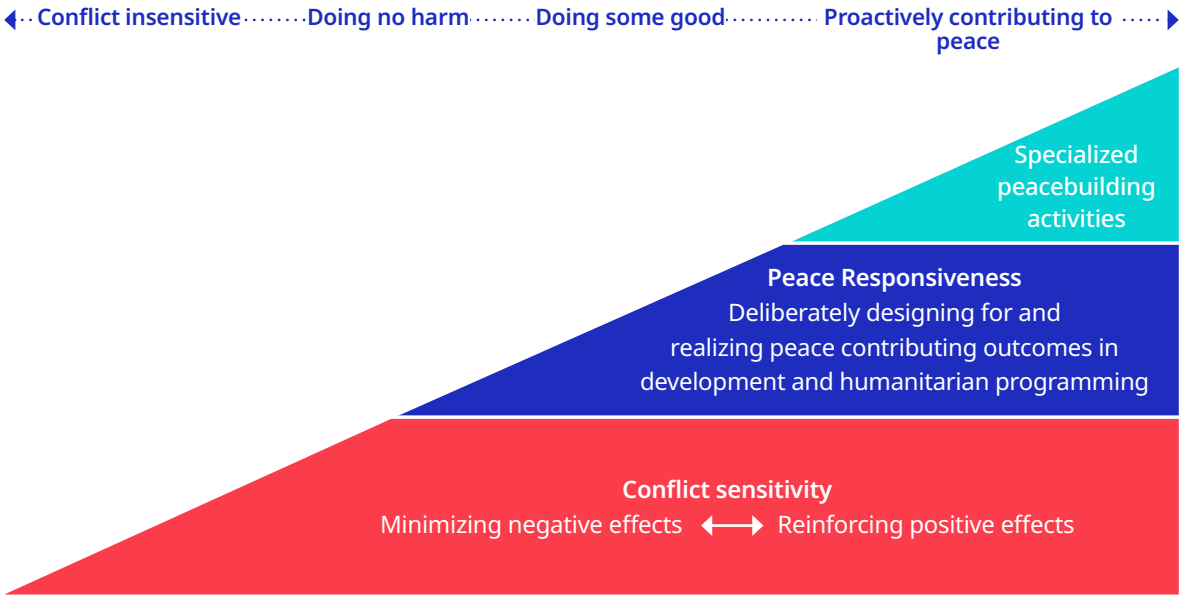
In conflict and fragile settings, employment and decent work initiatives must always be designed and implemented in a conflict-sensitive way, [47] to ensure they *do no harm* in already volatile environments. Moreover, these programmes and projects need to go further, identifying how they will contribute purposefully to peace. This means (i) providing concrete decent work opportunities, (ii) enhancing contact within the crisis-affected population to increase social cohesion, and (iii) aiming to reduce (real or perceived) grievances and the sense of injustice.[48]

Systematic contextual analysis is therefore important in informing conflictsensitive programme design. Such analysis will help to avoid causing harm and in identifying opportunities to address the root causes of local conflicts and contribute to conflict prevention.

As Figure 4.3 illustrates, interventions should at very least be "doing no harm" and, where possible, should find ways of positively influencing local conflict dynamics (i.e. "doing some good"). Fragile and conflict-affected contexts are inherently complex. A systematic understanding of the local context therefore needs to be integrated into the design and implementation – and into the monitoring and evaluation framework – of an intervention. To be conflict-sensitive is to consider and bring this contextual understanding into all interventions, so as to reduce potential negative impacts and, where possible, accentuate positive impacts on the community. Interventions that are not conflict-sensitive risk reversing the desired impacts of improving food security, livelihoods and resilience. Understanding and monitoring the interaction between an intervention and the local context is therefore integral to adaptive programming, ensuring that potentially negative impacts are promptly addressed. Ensuring conflict-sensitivity is a prerequisite, before potential contributions to sustaining peace can even be considered.

47 ILO, *Peace and Conflict Analysis: Guidance for ILO's programming in fragile and conflict-affected contexts*, 2021.
48 ILO, Handbook on How to Design, Monitor and Evaluate Peacebuilding Results in Jobs for Peace and Resilience Programmes (2019), July 2019.

▶ Figure 4.3. The spectrum of peace responsiveness



Source: Interpeace

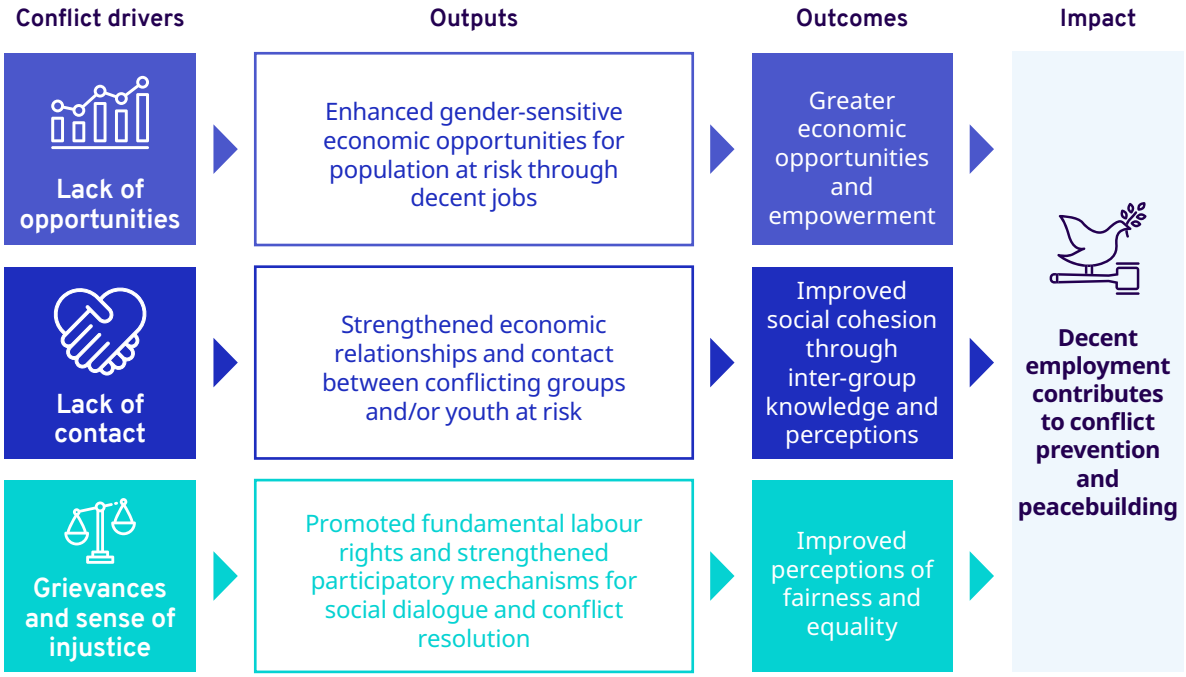
The sustaining-peace approach requires that humanitarian, development, stabilization, human-rights and peace actors work cross-sectorally to achieve locally led peace. It is important to stick to this imperative and continue down the path towards operationalization that most agencies have started out on. This requires identifying employment and livelihood interventions that can also contribute to peace by, for example, strengthening intergroup relations and introducing participatory governance processes such as social dialogue.

4.4. A theory of change: how employment and decent work can contribute to peace

In 2016, the ILO, the PBSO, the World Bank and the UNDP agreed on a Joint Statement[49] on how the world of work can contribute to peace. The theory of change is introduced in the Joint Statement and in the ILO's Handbook on How to design, monitor and evaluate peacebuilding results into Jobs for Peace and Resilience programmes.[50] It is simplified and summarized in Figure 4.4.

49 ILO, PBSO, World Bank and UNDP, Joint Statement, 2016.
50 ILO, How to design, monitor and evaluate peacebuilding results into Jobs for Peace and Resilience Programmes, 2019.

▶ **Figure 4.4. The ILO's elaboration of the ILO/PBSO/UNDP/World Bank theory of change on how employment and decent work contribute to peacebuilding**



- **First,** employment, and the income associated with it, increases the opportunity costs of engaging in violence. When populations of working age have access to livelihoods and decent employment opportunities with adequate social protection coverage, they may be less prone to political and armed violence.
- **Second,** there is evidence that when conflict is driven by negative perceptions and lack of trust among groups, decent employment programmes may reduce conflict and promote social cohesion by increasing constructive inter-group contact. By bringing people together, and strengthening opportunities for dialogue among social groups – in particular between government and workers' and employer and business membership organizations, employment programmes can break down stereotypes, increase understanding and trust, and enhance social cohesion.
- **Third,** many of today's violent conflicts stem from group-based grievances relating to inequality, non-respect of human and labour rights, exclusion, lack of participatory mechanisms and dialogue, combined with feelings of injustice. In some cases, it is not so much unemployment as the experience of exploitative, precarious informal work – i.e. lack of respect for fundamental rights at work – that spurs grievances. It follows that inclusive and transparent employment and social protection programmes that aim to improve equality of opportunity, livelihoods, labour rights and the quality of work could address such grievances and reduce the risk of conflict.

4.5. Pathways to sustaining peace through employment and decent work

Crises are multidimensional and therefore call for multidimensional responses. The principles of conflict-sensitivity and peace-responsiveness, the theory of change presented above and ILO Recommendation No. 205 all support the inclusion of employment and decent work in the Humanitarian-Development-Peace Nexus. Consequently:

Employment and decent work should be mainstreamed into joint UN planning frameworks. Policy specialists and decision-makers should together consider introducing employment and decent work into their programme planning and design, given their potential contribution to peacebuilding, as illustrated in the theory of change

above. For the UN and its partners, this could be done by making a joint conflict analysis an integral part of a common country analysis (CCA), a recovery and peacebuilding assessment (RPBA) or a UN country team sustainable development cooperation framework; an integrated strategic framework or strategic review, in settings where UN peace operations are being conducted; or a regional crisis response plan, in humanitarian emergencies. Assessments and consultations with national stakeholders should include the national labour institution or ministry responsible, and workers' and employer and business membership organizations. When these planning processes and assessments are carried out in conflict settings, specialists should also consider linkages with ILO decent work country programmes (DWCPs), where they exist.

Immediate jobs and livelihood opportunities can be effective in humanitarian response, but they should be used as an investment in long-term development and embedded in a longer-term employment strategy for creating decent jobs and strengthening dignity, security, trust, identity and peace. All actors involved in employment programming for peace should make an effort to ensure the initiatives concerned will also contribute to sustainable peace (see Chapter 2 on the ILO's Jobs for Peace and Resilience flagship programme).

To contribute to peace, employment and decent work programmes should not focus only on the quantity of the jobs created, but also on the quality of work. As illustrated in the theory of change presented above (Figure 4.3), decent employment programmes can contribute to peace by adopting a holistic, integrated approach. Beyond creating economic opportunities, employment and decent work programmes in fragile settings can and should also contribute to dignity, social transformation, social cohesion and social justice. Decent work sums up the aspirations of people in their working lives. It involves opportunities for work that is productive and delivers a fair income, security and representation in the workplace, and social protection for families. This also includes better prospects for personal development and social integration, freedom for people to form and join organizations and express their concerns, organize and participate in the decisions that affect their lives, and equality of opportunity and treatment for women and men.

Employment programmes for peace should also strengthen labour and economic institutions and social dialogue. Social and economic stability should be promoted through effective social dialogue in all its forms to sustain peace in the long term and ensure that the needs of the entire population, especially the most vulnerable, are met. Social dialogue should be based on inclusivity, participation, respect for freedom of association and the effective recognition of the right to collective bargaining. Promoting freedom of association and social dialogue in conflict-affected situations enables effective interchange and contributes to participative democratic reconstruction and good governance. Independent employer and business membership and workers' organizations can play a significant role in the democratic transformation of a country. Special efforts will be needed to ensure that excluded and vulnerable groups, such as workers in the informal economy, women, internally displaced people and refugees, are included. Furthermore, an effective strategy for bridging humanitarian crisis response and longer-term peacebuilding and development will require consistent engagement with national and local labour and economic institutions, and with the private sector, to ensure local ownership, enable national policy support and break aid dependency.

Fundamental Principles and Rights at Work *should be linked to peacebuilding*. Employment and livelihoods programmes in conflict contexts must be grounded in a set of universal rights, such as freedom of association and collective bargaining, and protection from discrimination and forced or child labour. Without such human, social and labour rights protections, the prospects for equitable and inclusive development are threatened, and the risk of conflict persists.

Employment for peacebuilding programmes should focus on youth and women. As well as furthering women's empowerment, providing decent employment for women is a proven strategy for preventing conflict, as it fosters social dialogue and contact, while diminishing grievances arising from inequality of opportunity and resources. Women and men are affected by crisis in different ways, due to their different roles, responsibilities, needs and activities. For example, conflicts often place an even more disproportionate burden on women as carers. For women entrepreneurs, finance may become more difficult to secure, and access to inputs and markets may be more restricted due to insecurity and damaged infrastructure, all of which aggravate women's existing economic disadvantages. Youth participation must also be a priority. As illustrated in "The Missing Peace: Independent Progress Study on Youth, Peace and Security",[51] young people everywhere feel excluded from systems of governance, which engenders a sense of injustice. The value of investing in employment opportunities for youth is obvious. However, only decent jobs can promote their participation and give them a voice. Youth employment policies therefore need to highlight the importance of decent work and social dialogue.

▶ Box 4.6. Evaluation of the ILO's work in post-conflict, fragile and disaster-affected countries

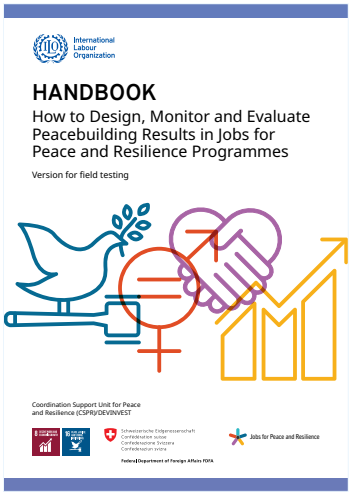
The 2015 Independent Thematic Evaluation of the ILO's Work in Post-Conflict, Fragile and Disaster-Affected Countries[52] stipulates that: "Based on the elements illustrated above, and bearing in mind what the ILO currently does and the role it could have in the humanitarian response continuum, a general intervention strategy can be developed to guide the ILO's work in these countries. (...) A strategy should be comprehensive enough to cover all types of crises that might be identified and should include the following elements:

- Accurate assessment of the specific context, and analyses and mapping of needs;
- Identification of the mechanisms of coordination with other UN agencies;
- Specific design and planning of interventions within a good logical framework or Theory of Change, and realistic, clear and measurable objectives;
- Identification of a mechanism for monitoring and evaluation, including sets of indicators;
- In the immediate aftermath of the crisis, a focus on employment-generation interventions and support to livelihood interventions, combined with capacity-building of tripartite constituents and local communities;
- In the transition to the recovery and development phase and beyond, a focus on capacity-building of tripartite constituents and local communities, in combination with other types of interventions;
- Allowance for long-term interventions or, at the very least, interventions of adequate duration;
- Definition of follow-on and phasing-out plans;
- Definition of sustainability plans and mechanisms at the design stage;
- A communication strategy.

51 UN, The Missing Peace: Independent Progress Study on Youth, Peace and Security, 2018

52 For more details, refer to ILO, 2015 Independent Thematic Evaluation of the ILO's Work in Post-Conflict, Fragile and Disaster-affected Countries: Past, Present and Future, 2015, p.22

4.6. Designing conflict-sensitive and peace-responsive employment and decent work programmes



As mentioned above, to be peace-responsive, a project or programme needs to explicitly target drivers of conflict at the analysis and design stage.

To support these efforts, the ILO has developed specific guidance and tools in the form of the handbooks "How to Design, Monitor and Evaluate Peacebuilding Results in Jobs for Peace and Resilience Programmes" and "Peace and conflict analysis (PCA): Guidance for ILO's programming in fragile and conflict-affected contexts".

During the **design** stage of an employment and decent work programme or project in conflict-affected countries, the following phases should be followed:

- **Phase 1:** Projects should start with a thorough peace and conflict analysis of local drivers of conflict and fragility (based on the ILO's Peace and conflict analysis guidance), to be conducted at the beginning of a project/programme design.
- **Phase 2:** This phase is concerned with some general and some more specific implications of the project design analysis, and with how to formulate specific project objectives, outputs and activities that will contribute to peace and resilience by providing opportunities, increasing contact among local stakeholders and reducing grievances.
- **Phase 3:** This phase consists in formulating indicators to measure the contribution of decent work and employment to the peacebuilding process.

Phase 1
Peace and conflict analysis: Analysing drivers of conflict

▼

Phase 2
Formulating specific conflict sensitive and peace reponsive objectives/outputs and activities that addre

▼

Phase 3
Elaborating employment for peacebuilding indicators

Tool 2.10 – Handbook: How to Design, Monitor and Evaluate Peacebuilding Results in Jobs for Peace and Resilience Programmes, ILO, 2019

Tool 4.5 – Guide: Peace and conflict analysis: Guidance for ILO's programming in fragile and conflict-affected contexts, ILO, 2021

Phase 1: Undertaking peace and conflict analysis (PCA)

As mentioned above, the ILO should aim to participate in joint conflict analysis in the form of a common country analysis (CCA), a recovery and peacebuilding assessment (RPBA), or a UN country team sustainable development cooperation framework; an integrated strategic framework or strategic review (in settings involving UN peacebuilding operations); or a regional crisis response plan (in humanitarian emergencies). Assessments and consultations with national stakeholders should include the national labour institution or ministry responsible, and workers', employers' and business membership organizations. When these planning processes are carried out in conflict settings, specialists should also consider linkages with ILO Decent Work Country Programmes (DWCPs), where they exist.

▶ Box 4.7. Peace and conflict analysis: Guidance for ILO programming in fragile and conflict-affected contexts

The ILO, in partnership with INTERPEACE, has developed a Peace and Conflict Guidance Note (2021) to provide guidance for designing ILO initiatives in countries affected by fragility and conflict. These include countries or regions subject to tensions or at risk of conflict or violent unrest, or where criminal violence threatens people's security on a significant scale.

What is the overall purpose of a Peace and Conflict Analysis (PCA)?

To ensure that ILO programmes and projects, including Decent Work Country Programmes, are designed to make an identified contribution to peace, avoid doing harm and prevent programme failure due to superficial knowledge of the setting. This involves 1) deepening understanding of peace-and-conflict dynamics and their interactions with decent work issues in the context concerned; and 2) articulating how ILO initiatives can purposefully contribute to peace and avoid exacerbating conflict.

What is the content of a PCA?

a. A snapshot of the main conflict and peace patterns and trends
b. A more detailed analysis of the symptoms and drivers of peace and conflict, and how they interact with decent work issues
c. A user-friendly summary of the above, along with recommendations on:
d. opportunities for building peace through decent work initiatives, and context-specific theories of change showing how the ILO can exploit these;
e. conflict-sensitivity risks, and how to minimize or mitigate them;
f. the proposed programmatic focus of new or adapted programmes and projects.

Why should we conduct a PCA before designing and implementing a programme in a fragile context?

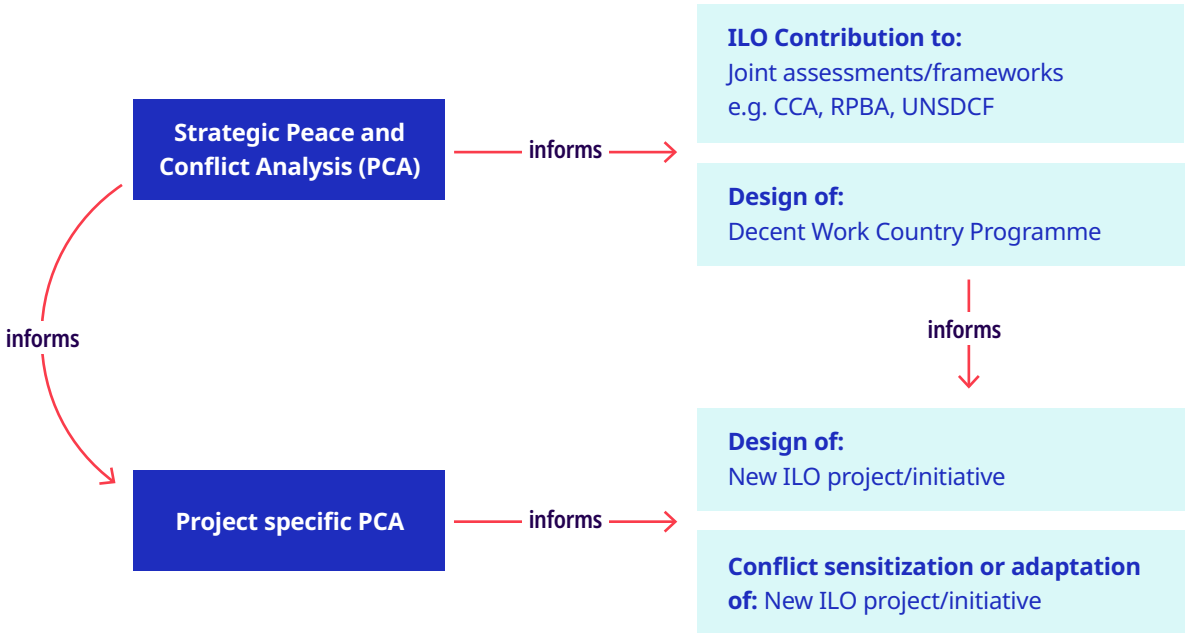
Because there can be no development without peace and no peace without development. Initiatives based on a good understanding of peace and conflict dynamics are more likely to achieve their decent work and employment goals and contribute to peacebuilding. On the other hand, programming that is not well informed is unlikely to make a concrete contribution to either peace or decent work, and may well fail.

What are the key differences between how I should conduct an analysis in this kind of context as opposed to a "normal" ILO context?

The conceptual link between work and peace does not of course mean that any and all initiatives in the world of work necessarily contribute significantly to peace. Indeed, there is a risk that they may inadvertently do the opposite. Therefore a standard approach used in stable, peaceful and economically advanced contexts cannot simply be transposed to these more vulnerable and volatile settings.

Peace and conflict analysis, a guidance note for ILO's programming in conflict and fragile contexts

▶ **Figure 4.5. Four scenarios in which a peace and conflict analysis (PCA) is used**



▶ **Box 4.8. Examples of conflict-insensitivity and peace-sensitivity as related to the ILO's strategic objectives**

Conflict Insensitive: Value-chain and skills-training programmes focus on economic sectors dominated by people from one ethnicity, thus inadvertently increasing their dominance of the political economy, reinforcing resentment and a sense of exclusion and grievance among other groups.

Peace Responsive: Sectors for value-chain and skills-training programmes are chosen because they offer opportunities for employment and business development for all ethnic groups, including those currently marginalized in the economy. Skills training targets young men and women most at risk of being recruited into violent extremist groups.

Source: ILO CSPR, Peace and conflict analysis, a guidance note for ILO's programming in conflict and fragile contexts, 2021

Phase 2: Elaborating peace-responsive outcomes, outputs and activities

The recommendations of a PCA should be integrated into the design process, when developing or adapting a peace-responsive programme or project. The ILO's PCA Guidance Note and Handbook will guide ILO staff in the design or adaptation process. This should ideally take place in a facilitated workshop setting, involving stakeholders from the ILO country office and social partners from central and local government, the private sector and workers' organizations, as well as representatives of civil society who can bring the perspectives of affected population groups.

Whether developing a new programme or project design, or adapting an existing project, the process should be integrated into the normal ILO design and project management approach, as follows:

1. Based on the peace and conflict analysis, establish how the programme or project is expected to contribute to peace, who the target beneficiaries are, and what the outcomes and outputs will be.
2. Identify the activities intended to make this contribution, and any key partners whose contribution will be needed.
3. Consider how these will fit within an integrated programme logic and results framework, so that the peacebuilding elements are combined and integrated with other decent work elements.

4. Ensure that conflict-sensitivity has been maximized and add mitigation or adaptation strategies to the results framework, where unacceptable conflict-sensitivity risks are identified.
5. Ensure that each level of the results framework shows how peacebuilding progress can be monitored and evaluated. The monitoring and evaluation (M&E) plan should include regular conflict-sensitivity reviews, designed to inform adaptation if needed, as well as plans for how peace impacts will be evaluated at the end of the programme.

Adding a peace dimension to employment and decent work programmes should make them more effective, as this increases the likelihood that they will be sustainable in fragile contexts.[53] An important component of a programme should be to build the capacity of local institutional partners to plan and implement employment policies and programmes for peace and resilience, and raise their awareness of the link between employment promotion, decent work and peace.

Example of peace-responsive theory of change: IF marginalized youth from different ethnic backgrounds are trained together in the same technical and vocational skills, they improve their conflict-resolution skills and are able to access employment services. **Then** they will find decent job opportunities and, at the same time, inter-group trust and relations will be improved, **because** the programme matches skills with labour market demand and creates constructive inter-group contact.

Examples of peace-responsive initiatives that can be included in employment and decent work programmes in fragile contexts[54]

- Conflict management and peaceful coexistence modules included in skills curricula
- Intergroup contact promoted through employment-intensive investment programmes
- Labour-based community investments implemented in areas perceived as abandoned/excluded
- Joint income-generating activities and/or cooperatives created with youth from "antagonistic groups", such as refugees and host communities
- Value-chain development promoted involving "conflicting" groups and/or areas
- Inclusive social dialogue platforms promoted and inclusive (involving youth, women, forcibly displaced population, etc.
- Private-sector negative stereotypes of youth at risk and/or in fragile settings broken down by organizing joint community events, e.g. "job fairs"
- Legal frameworks for protection include the right to work, R 205, protection against violence and harassment (C190), etc.

53 This may, however, be a contentious point, as the addition of peacebuilding outcomes can lead to apparent trade-offs, seemingly reducing the impacts on decent work. For example, in order to identify and target the people most at risk of being drawn into conflict, a PCA may suggest a programming approach that is slower and more expensive. This may mean there are fewer beneficiaries, as compared to a more traditional project design.

54 See the ILO's Handbook "How to Design, Monitor and Evaluate Peacebuilding Results in Jobs for Peace and Resilience Programmes", 2019, p.22

▶ Box 4.9. Ways to ensure interventions benefit women and enable women to contribute to peace

You will have seen that the theory of change and examples of outputs refer to women and men as the beneficiaries of interventions.

In order to make sure that both women and men – and not just one sex – benefit from peacebuilding interventions, it is important to ensure that the formulation of outcomes and outputs, and the design of activities, takes into account differences in the situation and needs of women and men, and addresses these differences.

The project outcomes and outputs should aim to bring about gender equality by responding to women's strategic needs in a long-term perspective. This is important not only in achieving the goal of gender equality, but also because as gender equality contributes positively to peacebuilding by enhancing social justice, contact and social cohesion.

For example:

- In EIIP interventions, decisions on what infrastructure is built or rehabilitated should take women's infrastructure-related needs into account (for example, social service infrastructure that alleviates the burden of care placed on women, or roads, footpaths and bridges that give women access to productive inputs and markets).
- In interventions relating to SMEs/cooperatives, consideration should be given to women's access to high-quality business development services. For instance, women's access to finance may be limited and the development of appropriate financial products may therefore be necessary, or women may have more limited business management skills, and therefore additional training is required.

Such measures will not only empower women but – by reducing grievances arising from unequal access to resources and opportunities, and by enhancing contact – will also contribute positively to reducing conflicts and enable women to act as agents of peace.

More immediately, the delivery of project activities should also take into account the differing needs of men and women, for example by ensuring that the location and timing of activities suits women and men; that childcare support is provided where feasible; or that both female and male resource persons (e.g. trainers) are engaged in cases where beneficiaries may not be able to interact comfortably with the opposite sex.

Phase 3: Formulating employment for peacebuilding outcome and output indicators

As illustrated in the theory-of-change figure shown above (Figure 4.4), employment can contribute to peacebuilding by bringing about changes in economic opportunities and inter-group relations, and by dealing with historic grievances. However, peacebuilding impacts are difficult to measure. The difficulty is compounded by the challenging circumstances for collecting data in fragile settings. To overcome some of these problems, the solution proposed above is to identify indicators for outputs and objectives that measure progress (in terms of opportunities, contact and grievances) in relation to the conflict drivers, and thus monitor and assess the effective contribution of employment to peacebuilding.

Peacebuilding indicators should be complementary to indicators used to monitor objectives in other key policy areas. For example, the principal aim of a vocational training programme may be to increase the number of youth having a diploma enabling them to secure a job or participate in a public employment programme. However, if the programme is also designed to enhance the legitimacy of the State in the eyes of a marginalized group, there should also be indicators to measure changes in attitudes towards the State among the target population. It would also be important to disaggregate the indicator measuring the number of young people going to school or participating in a public employment programme, so as to show the proportion coming from the marginalized group.

▶ Box 4.10. Tips: Developing peacebuilding indicators

The Handbook contains a comprehensive list of core "peace and social-cohesion indicators", to be used by project teams in operationalizing their assumptions on how the project can address the conflict drivers of lack of opportunities, lack of contact and the existence of grievances, and so contribute to peace. They should complement – rather than replace – the key outcome and output performance indicators of each policy area of the Jobs for Peace and Resilience programme.

In Annex 1 of the Handbook, you will find a list of outcomes, outputs and indicators for each Jobs for Peace policy area:

- Skills and employability,
- Employment-intensive programmes,
- Bridging labour supply and demand, and
- Enterprises and cooperative development,

as well as for the cross-cutting issues of social dialogue, institution building and fundamental rights at work. The list also suggests specific peacebuilding outputs for each policy area. In order to capture gender-related changes, it is important to disaggregate the data collected for these indicators by sex, and also to include specific indicators relating to gender equality and women's empowerment. Suggestions for such indicators and baselines questions have been incorporated in Tool 3 of the Handbook, although they will need to be tailored to the requirements of each project.

Examples of peacebuilding indicators:

- change in percentage of participants who express hope in their future economic situation
- change in percentage of participants willing to interact with members of an "opposing" group in the workplace
- change in percentage of participants viewing government treatment of their social group as fair
- change in percentage of participants perceiving no inequality to the detriment of their particular region

4.7. Building and sharing evidence and knowledge on the contribution of employment and decent work to peace and resilience

While the importance of an integrated approach to sustaining peace is widely acknowledged and many UN agencies have adopted policies to this effect, such as the ILO's Recommendation No. 205, the challenge of understanding exactly *how* employment and decent work programmes contribute to peace is unresolved, though in recent years, UN agencies have made great strides in understanding their role in this area.

The question of how socio-economic interventions can make a deliberate contribution to peace is vitally important. While there are well-established theories on the link between employment, decent work and peace, empirical evidence remains scarce. We therefore need to accumulate further evidence. This is why it is important that employment and livelihoods programmes in conflict-affected countries put particular emphasis on conflict and peacebuilding analysis, design theories of change which include peacebuilding and social-cohesion perception indicators and baselines, and set up a monitoring and evaluation system to measure the contribution of employment to peacebuilding.

The ILO Handbook focuses on how to assess the results of employment project and the validity of the assumptions about they achieve their peace objectives. The theory of change in relation to employment and peacebuilding is concerned with changes in knowledge, perceptions, attitudes and behaviours in individual programme participants. Existing data sources are unable to provide the necessary base- and end-line data on peace-related variables.

Employment and decent work programming will therefore need tools for collecting primary data to establish and monitor the indicators. The Handbook provides tools for collecting baseline and exit data on participants' perceptions and attitudes.

As most employment projects undertaken by the ILO and other partners do not systematically define or assess their impact on peacebuilding, *this information will make it possible to build and share knowledge* about the contribution of employment and decent work to peace and resilience, based on the theory of change expounded above.

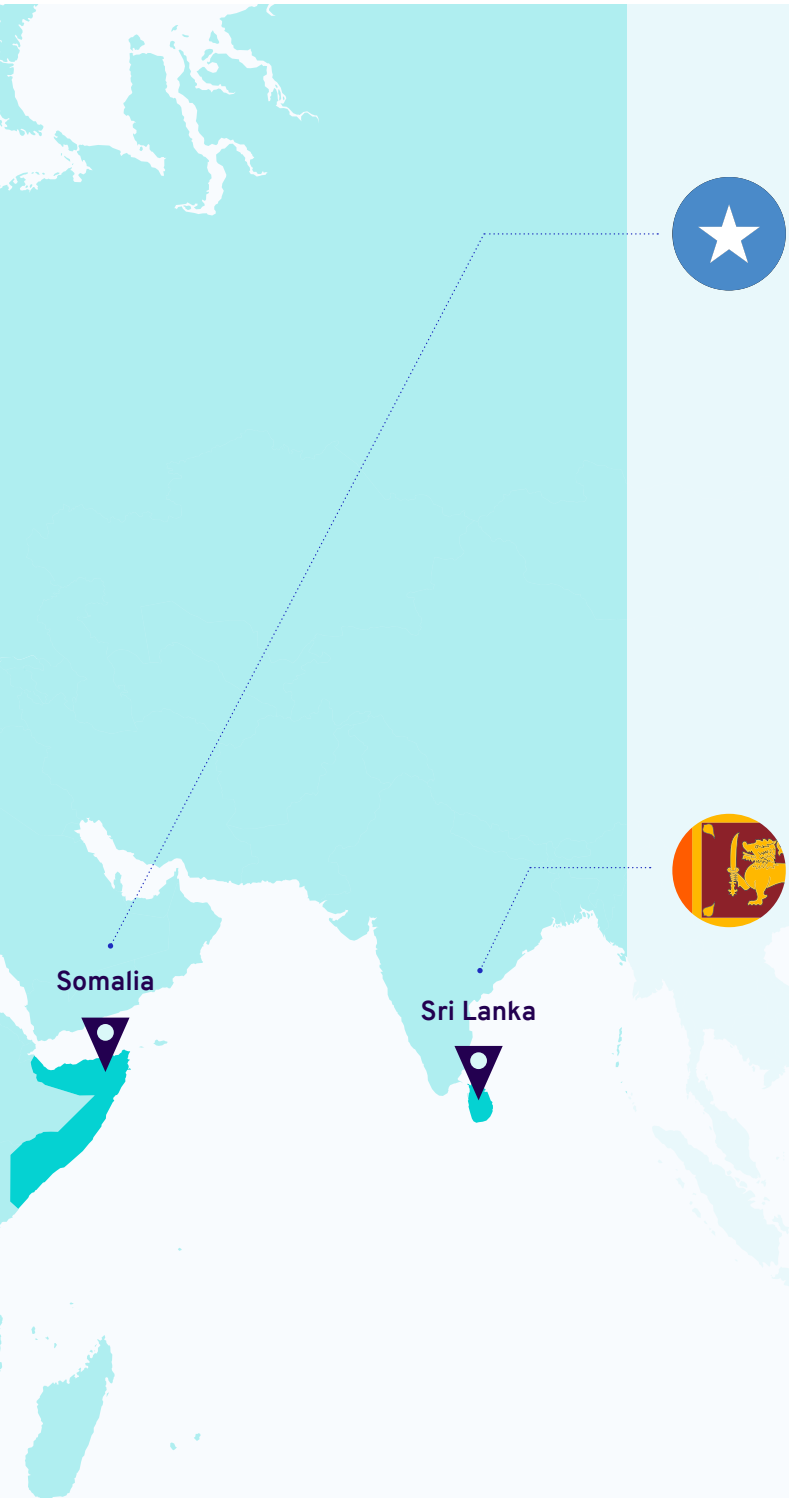
▶ Box 4.11. Examples of livelihoods and employment projects sustaining peace

Lebanon (2016–19)

In a conflict-affected area of northern Lebanon, where enduring tensions between groups of different religious affiliations were stressed further by hosting a large number of refugees from Syria, the ILO and the UNDP supported a project to bring about value chain improvements in planting new varieties of crops for export to the EU. In addition to providing income through agricultural jobs, the programme promoted social cohesion between groups (in particular host communities and refugees) by organizing joint economic activities, this reducing negative perceptions and tensions, and improving value chains to lucrative export markets. A similar approach was developed in northern Lebanon by the ILO and the UNDP through a Peacebuilding Fund (PBF)-funded programme, fostering economic opportunities for young people from both the refugees and host communities by setting up joint enterprises.

Central African Republic (2018–19)

An ILO "Decent jobs for peace and resilience" project in an area at high risk of conflict created jobs for marginalized youth. It consisted in rebuilding deteriorated infrastructure and supporting SME growth among young women and men, while promoting social cohesion and dialogue among disparate groups and communities. Informed by labour market studies and benefitting from national leadership and investment, the project improved contact and opportunities among violence-affected communities.



Somalia (2017–18)

A joint pilot project (ILO, FAO, UNICEF, WFP, IOM, UNHCR) supported Somali returnees from Kenya and their host communities in a volatile, conflict-affected border region by creating basic livelihood opportunities. The initiative included capacity-building (skills and vocational training, and market analysis) and employment schemes, from cash-for-work to microenterprise support. This joint, cross-sector, cross-border project was innovative in its tripartite approach to cooperation between the UN and the Somali and Kenyan governments, with private-sector involvement. The project reflected Somalia's strategic priorities for stabilization and delivery of peace dividends, including commitments to reconciliation and investment in job creation.

Sri Lanka (2011–21)

The ILO leads a multipartners programme on local empowerment through economic development and reconciliation. Following the end of the civil war, the north of the country largely missed out on the economic boom experienced by the rest of Sri Lanka. The project has provided economic opportunities for marginalized people in the north, giving them access to livelihoods and employment, while facilitating economic partnerships between north and south. It also promotes a sense of inclusion and belonging to a united Sri Lanka amongst the communities in the north and facilitates their involvement in the national reconciliation process. Farmers from this disadvantaged region are helped to access new economic opportunities, which enables them to build links with buyers across ethnic, religious, and linguistic boundaries. The feeling that they are being fairly treated enhances social cohesion. The project exemplifies how employment and decent work can pay dividends in terms of peace and social cohesion. These include improved economic opportunities for disadvantaged populations, particularly female farmers, enhanced contact and interaction between the different groups who come together in these joint economic ventures, and a reduction in grievances linked to perceptions of economic and regional inequality and injustice.

4.8. Normative guidance on decent work in disaster settings

Whilst the UN system has not yet developed a common framework for employment and income generation in post-disaster situations similar to the framework developed for post-conflict environments, there are other, more general frameworks – such as the Sendai Framework or the PDNA methodology (see below and Chapter 6) – which can provide guidance in this area. In addition, the ILO's normative instruments and guidance tools provide a framework for operating at the interface between disasters and decent work.

ILO guidance

Recommendation No. 205 recognizes the impact of disasters on poverty and development, and highlights the role of employment and decent work in preventing crisis situations in the aftermath of disasters, as well as in enabling recovery and building resilience.

It contains a specific section (XII) on "Prevention, mitigation and preparedness", calling on Member States to take measures to build resilience, and to prevent, mitigate and prepare for crises in ways that support economic and social development and decent work. The actions envisaged include:

- identifying risks and evaluating threats to human, physical, economic, environmental, institutional and social capital at local, national and regional levels;
- managing risks through contingency planning, early warning systems, risk reduction measures and emergency response preparedness;
- preventing and mitigating adverse effects, in particular by instituting business continuity management in both the public and private sectors.

The sections of the Recommendation pertaining to particular policy areas also highlight how disaster management can be realized in the area concerned. For instance, in Section IV "Education, vocational training and guidance", it calls on Members to adapt curricula and build the capacity of teachers and instructors to promote disaster risk education, reduction, awareness and management for recovery, reconstruction and resilience.

In addition to Recommendation No. 205, the ILO's environment-related policy guidance, such as the *Guidelines for a just transition to environmentally sustainable economies and societies for all*, are also relevant to climate-change-induced vulnerability and disasters. The Guidelines note the challenges faced by communities adversely affected by climate change, and stress the need for the ILO and its constituents to respond in ways that support their ability to cope and adapt. For example:

- With regard to enterprise policies, the Guidelines stipulate that governments should develop national policies and plans for disaster preparedness and adaptation to climate change in close cooperation with business associations, workers' organizations and other stakeholders, with the aim of strengthening resilience and promoting disaster preparedness by providing information and appropriate insurance arrangements;
- With regard to social protection policies, governments, in consultation with social partners, should integrate adequate social protection measures into national responses to climate change. They should consider the role and use of public insurance, and enact appropriate legislation, for those affected by climate-related and other environmental disasters, in particular farmers and MSMEs.

Multilateral Guidance

As mentioned above, there are various multilateral frameworks that provide guidance on the various phases and dimensions of disaster management.

The PDNA, for example, provides guidance for planning a holistic recovery that tackles immediate reconstruction needs, while integrating DRR measures and Build Back Better mechanisms (see Chapter 6).

In addition, the Sendai Framework for Disaster Risk Reduction 2015–30 presented in Chapter 1 is a key framework where disasters are concerned. It aims over the next 15 years to achieve a substantial reduction in disaster risk and consequently in losses of lives, livelihoods and health, as well as the economic, physical, social, cultural and environmental assets of persons, businesses, communities and countries. It sets forth four priorities for action to prevent new disaster risks and reduce existing ones, namely: (i) Understanding disaster risk; (ii) Strengthening disaster risk governance to manage disaster risk; (iii) Investing in disaster reduction for resilience and; (iv) Enhancing disaster preparedness for effective response, and to "Build Back Better" in recovery, rehabilitation and reconstruction. Its seven targets and 38 indicators serve to measure progress in the reduction of risk and losses.

The ILO supported the development of the Sendai Framework by contributing its expertise on how employment and decent work and disaster risk reduction are linked, and is committed to its implementation through the Decent Work Agenda. The ILO was also involved in developing the recommendations and checklist on Scaling Up Disaster Risk Reduction in Humanitarian Action, launched by the UNDRR in 2020 (See Tool 4.3 below and Box 4.6).

Tool 1.9 – Factsheet: Sendai Framework Chart, UNISDR, 2015

Tool 4.6 – Report /Checklist: Scaling Up Disaster Risk Reduction In Humanitarian Action 2.0, UNDRR 2021

Tool 4.7 – Guidelines: Guidelines for a just transition towards environmentally sustainable economies and societies for all, ILO, 2015

4.9. General principles and pathways for strengthening disaster-related resilience

While the impacts of each disaster are different, as are the ways reducing risk in relation to the damages and losses caused by them, there are some general principles and pathways that can help to maximize the benefits of efforts to strengthen DRR through employment and decent work.

- Disasters can generate or exacerbate **discrimination, inequality, forced labour and child labour**. Rights violations of this kind are often compounded by weak governance and lack of dialogue, slowing down or even impeding recovery. A strong focus on **institution building, social dialogue, and international labour standards**, including fundamental principles and rights at work, is therefore required to support the recovery process and build resilience. In particular, social dialogue is an essential mechanism to ensure the inclusion and active participation of employers' and workers' representatives in decision-making, and provides a natural platform for addressing grievances, building trust and enhancing cooperation at all stages of crisis response.

- **Preparedness** is essential. For instance, training in business continuity management, in both the public and private sectors, is helpful in: i) identifying risks, and evaluating threats and vulnerabilities; ii) managing those risks; and iii) preventing and mitigating the adverse effects.
- **Measures to prevent, mitigate and prepare for crisis and build resilience** can be taken in ways that support economic and social development and decent work.
- The specific situations and needs of population groups and individuals who have been made **particularly vulnerable** by a crisis need to be prioritized. These people include, but are not limited to, children, women, young and elderly persons, persons with disabilities, persons belonging to minorities, indigenous and tribal peoples, migrants, refugees and internally displaced persons.
- **Early analysis of the needs of all individuals** – disaggregated by gender, age and other characteristics, economic units and sectors – is essential in informing both immediate and long-term recovery measures.
- A **coordinated, inclusive and conflict-sensitive assessment** is essential to identify needs and design responses that avoid creating or aggravating grievances over unequal access to services, livelihoods and resources, or violating fundamental principles and rights at work and other international labour standards. This is the first step in developing employment and decent work interventions that help realize social justice and promote social cohesion, peace and resilience.
- **employers and business membership and workers' organizations** play a vital role in disaster prevention, preparedness and response and in supporting resilience-building.
- Disaster-related crises may present opportunities for building back better and supporting a **just transition to an environmentally sustainable economy**, thus fostering economic growth and social progress. Seizing these opportunities will contribute to ongoing action against climate change and disaster risk, with positive impacts on people's jobs, health, education, opportunities and futures.
- **Education, training and guidance** are fundamental for prevention, preparedness, recovery and resilience-building. Not only do they provide new job opportunities for those who are unemployed following a crises, but they also help promote disaster risk education, reduction, awareness and management for recovery, reconstruction and resilience.
- **Local knowledge, capacity and resources** are an important part of the response to crisis situations, and to preventing their being repeated.
- **Integrated programmes** for decent work promotion are a way of offering comprehensive solutions to the multidimensional impact of crises. This implies not only restoring jobs and livelihoods, but also expanding social protection mechanisms, promoting respect for and the realization of fundamental principles and rights at work, building the capacity of institutions, and promoting social dialogue. Recovery interventions focusing on these areas support the concept of "building back better" on the basis of the Decent Work Agenda.

▶ Box 4.12. Gender dimensions of disasters, disaster response and disaster risk reduction

Disasters often have disproportional effects on specific groups. In general, women and girls are more likely to die as a result of disasters than men and boys. Women and girls are also often the hardest hit by the socio-economic impacts of both sudden- and slow-onset disasters and climate change. It should be noted, however, that in some situations men are disproportionately vulnerable. For instance, the nature of their work (e.g. outdoor jobs) may expose them to the effects of disasters, while gender norms may mean that men are expected to take greater risks in disaster situations.

As observed previously, disasters may also exacerbate gender inequalities. For example, the destruction of infrastructure, such as roads and bridges or schools and crèches, often imposes an increased domestic burden on women, as the fetching of water and firewood is made more difficult, and the responsibility of caring for children and the elderly falls disproportionately on them. The deaths, injuries or out-migration of men, or the separation of families when fleeing as refugees or when internally displaced, mean sudden shifts of responsibilities, with women needing to find ways of sustaining their dependents.

▶ Box 4.12. (cont.)

Disaster risk reduction and response may also have a gender dimension. For example, women may not be adequately represented on DRR bodies or response entities, so their needs and preferences may be neglected in the planning and provision of support. Relocation and new economic activities in post-disaster contexts may generate opportunities that are more accessible to men than women. At the same time, disasters may trigger the re-negotiation of existing power relations and resource management systems.

Disaster responses and reconstruction efforts offer a chance to build a more gender-equitable future. Improving the economic opportunities of women by providing them with employment in the immediate aftermath of a disaster is a crucial goal, because of its intrinsic importance and because of its contribution to the success of a programme in building resilience. For instance, women have been found to allocate a greater proportion of the economic dividends of recovery efforts to family and community wellbeing, which contributes positively to overall welfare outcomes and strengthened resilience.

It is also essential to take gender into account in disaster risk reduction, not only because gendered vulnerabilities in such crises often exacerbate existing inequalities, but also to leverage women's knowledge, skills and experience as a means of enhancing the equitability and effectiveness of DRR work. Although their voices are often not heard, women have in-depth knowledge of the natural environment and in many cases have developed solutions in coping with risk.

Sources: ILO, Poverty and Employment in Crisis Situations: The Gender Dimensions, ILO Policy Integration Department and IFP/CRISIS, May 2003; Senay Habtezion, Gender and disaster risk reduction. Gender and Climate Change in Asia and the Pacific, Policy Brief 3, UNDP, 2013; United Nations Environment Programme, UN Women, UNDP and UNDPPA/PBSO, Gender, Climate & Security: Sustaining inclusive peace on the frontlines of climate change, 2020.

▶ Table 4.3. Key considerations for disaster risk reduction through decent work

Disaster awareness, prevention, preparedness and response	Do national employment policies and strategies, DWCPs, project designs and other frameworks include measures for disaster preparedness for the world of work? Do thematic world-of-work interventions include DRR dimensions? For example: ▶ Do TVET programmes include DRR awareness in their curricula? ▶ Do enterprise support programmes include measures such as business continuity management or access to financial services (e.g. weather-related micro-insurance) to help businesses remain in operation and counter risks?
Emergency workers	Can the work carried out by emergency workers in disaster situations be characterized as "decent"? For example, are workers' rights respected, do emergency workers have access to social protection, and do they have the right to organize?
Environmental degradation and climate change	Do programmes to mitigate climate change through employment-related measures also consider the need to assist communities to prevent, prepare for and cope with climate change-related disasters? For example, do programmes to create "green jobs" also help beneficiaries to reduce climate-related risks and to adapt? Are programmes which respond to disasters environmentally sustainable and do they help to mitigate climate change by building back better and greener? For example, do physical infrastructure programmes for reconstruction use environmentally friendly methods and materials?

Facilitation of peaceful co-existence	Is conflict-sensitivity integrated into strategies, programmes and projects related to disasters? ▶ For example, has an analysis of conflict drivers such as lack of opportunities, lack of contact or the existence of grievances been carried out prior to project design? ▶ Have activities to enhance social cohesion (for instance, workplace cooperation between conflicting groups) been integrated into disaster response or resilience-building programmes?
Institutional capacity in DRR and the world of work	Are ILO constituents and world-of-work actors capacitated in DRR? For example, are world-of-work institutions involved in the design and implementation of national DRR policies, strategies and frameworks, and able to contribute a decent work perspective? Are DRR authorities and other stakeholders capacitated in promoting decent work? For example, do DRR authorities and other key actors understand the risks posed for decent work by disasters and the importance of decent work for DRR, and do they ensure its inclusion in DRR initiatives?
Programme coherence and integration	Do programming frameworks identify and address the relevant components of the DWA in a holistic and integrated manner? For example, do programmes identify and address different facets of decent work as relevant to specific disaster risks and responses, e.g. the promotion of access to employment, rights at work, social protection and social dialogue?
Rights-based approach	Do policies, strategies, programmes and other frameworks to prevent, prepare for and respond to disasters through employment-related measures embody a rights-based approach, promoting the application of fundamental principles and rights at work (FPRW) and other relevant international labour standards?
Social dialogue and employers' and business membership and workers' organizations	Is social dialogue and the roles of employers' and business membership and workers' organizations leveraged in disaster prevention, preparedness and response? For example, are employers' and business membership and workers' organizations involved in providing DRR education and awareness, emergency relief, or services such as support for business continuity planning to their members?
Vulnerable groups	Are the impacts of the disaster assessed for different population groups (e.g. women, persons with disabilities, displaced persons) and are interventions designed in a way which takes into account their specific challenges and needs?

4.10. Decent work in the different phases of disaster management

Disaster management is commonly understood to comprise four phases: prevention, preparedness, response and recovery. They are not necessarily implemented in chronological order, but can overlap in terms of timing and are mutually reinforcing.

Decent work is relevant to all four phases of disaster management.

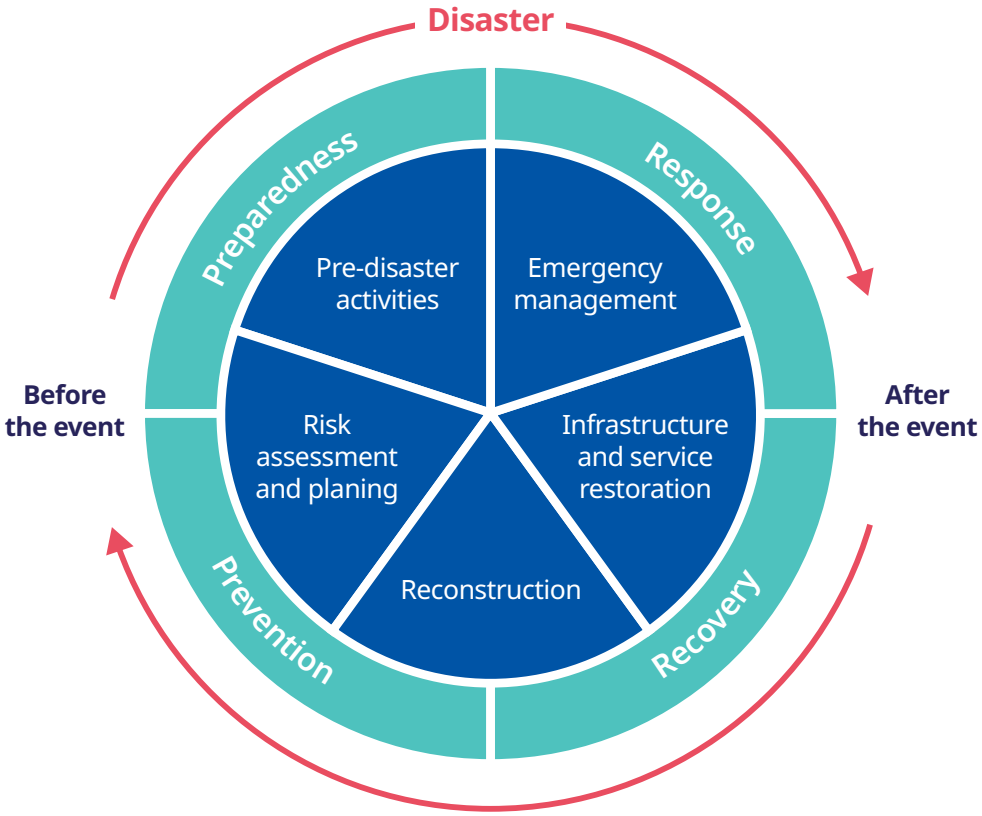
Ways of integrating decent work considerations in pre-disaster prevention/preparedness might include:

- Workplace disaster-related safety plans/ procedures and capacity-building of staff (e.g. evacuation plans);
- Business continuity plans in the public and private sectors;
- Social protection floors providing basic protection for all;
- Insurance products providing cover against extreme weather events;
- Campaigns run by employes', business membership and workers' organizations to raise their members' awareness of disaster risk;
- Integration of disaster risk awareness and reduction in training programmes (technical and vocational training, entrepreneurship and enterprise management training, etc.).

Examples of how decent work can be taken into consideration in post-disaster response and recovery:

- Post-disaster needs assessments (PDNAs) of livelihoods and employment;
- Employment-intensive infrastructure initiatives, skills training, enterprise start-up support and employment services in response to job and livelihood losses and recovery needs;
- Ensuring workers' rights and integrating occupational safety and health in any recovery initiative.

▶ **Figure 4.6. The four phases of disaster management**



Source: Adapted from Milan Erdelj, Michał Król, Enrico Natalizio, "Wireless Sensor Networks and Multi-UAV Systems for Natural Disaster Management" in Computer-Networks-1389-1286" Computer Networks 124, June 2017

▶ Box 4.13. Examples of livelihoods and employment projects responding to disasters and climate change

Caribbean region: The ILO is a key partner in the "Climate Risk Adaptation and Insurance in the Caribbean" (CRAIC) project (2017–19), focused on extending climate-risk insurance to lower-income segments across the Caribbean. The Livelihood Protection Policy, one of CRAIC's core products, is an index-insurance product designed to provide immediate funding to individuals' accounts when rainfall or wind speed exceed pre-defined trigger levels. The project has, for example, worked closely with disaster prevention organizations to enhance community awareness of disaster risk reduction and preparedness in St. Lucia and Jamaica.

The ILO is also working with the UN's Multi-Country Office for the Caribbean on a project entitled "Building Effective Resilience for Human Security in the Caribbean Countries – the Imperative of Gender Equality and Women Empowerment in a Strengthened Sector" (2019–22). The project seeks to (i) ensure that gender-responsive and disaster-risk-resilient services, programmes and techniques are available for the agriculture and fishery sectors, (ii) make available gender-responsive social protection, insurance and financial products, and (iii) increase market access readiness and resilience for small farmers and businesses, especially women. The focus countries are Antigua and Barbuda, Barbados, Dominica, Grenada and Saint Lucia.

For more information on these two projects, please refer to Building effective resilience for human security in Caribbean countries.

Haiti (2006–10): Following the tropical storm in the north-east region of Haiti in 2004, the ILO, the UNDP and the World Food Programme (WFP) worked closely with the Government of Haiti within the framework of a job creation programme in Gonaives. This programme focused on building resilience and building back better from natural disasters by introducing employment-intensive approaches and executing projects to maximize income for the local population. The second part of the project, to which the Employment Intensive Investment Programme (EIIP) provided technical support, was launched in June 2007 and focused on environmental conservation and disaster risk reduction through watershed management. Among other impacts, the project achieved improved social stability by providing employment and generating incomes (2,146,000 work days) and by creating permanent jobs (220 persons managing and working in tree nurseries).

Pacific region (2019–22): At the level of field operations, the ILO has development cooperation programmes to provide support in situations of disaster-related displacement. For example, the regional "Enhancing protection and empowerment of migrants and communities affected by climate change and disasters in the Pacific region" programme (2019–22) focuses on climate change and disaster-related migration, displacement and planned relocation in the Pacific Island Countries as part of a partnership between UN agencies and non-UN implementing partners. An example of work undertaken by the ILO in 2020 was the delivery of an online training programme on labour mobility, in partnership with the ITC, that included a special module on the climate change mobility nexus. More broadly, the programme will contribute to increased understanding of climate-change-related migration, displacement and relocation, and policy dialogue around these issues.

Fiji (2013–14): A number of villages in Fiji have been experiencing the impacts of climate change, including coastal erosion and seawater intrusion, and the Fiji Government has estimated that dozens of villages may need to be relocated as a result. Community relocation can result in individuals being deprived of their traditional livelihoods, and being unable to access decent work. In 2013, in collaboration with the Government, the ILO worked to assist in the relocation of Vunidogoloa village, at the same time providing training and temporary work for unemployed persons. The ILO also supplied pineapple tops, banana shoots and a copra dryer for the villagers to provide them with livelihood options in their new location, and the Department of Agriculture provided technical advice on crop diversity and planting methods.

▶ Box 4.13. (cont.)

Sri Lanka (2018–19): In late 2018, Sri Lanka was ranked as the world's second most vulnerable country to the impacts of climate change. In the districts of Ratnapura and Kalutara, frequent floods disrupt the operation of micro, small and medium-sized enterprises (MSMEs), thus jeopardizing local economic growth, job creation and decent working conditions, especially in the informal economy. With financial support from the Japanese Government under the ILO–Japan multi-bilateral programme, the ILO has assisted Sri Lanka in strengthening its resilience to climate-change-driven disasters by conducting capacity building programmes in Ratnapura and Kalutara districts. The ILO provided capacity-building training for government officers who work with MSMEs in Ratnapura and Kalutara districts. Through this work, the ILO raised awareness and shared knowledge on how to minimize losses to MSMEs in the event of a natural disaster.

Pakistan (2013–16): In collaboration with the FAO and UN Women, the ILO implemented a UN joint programme on livelihood restoration in response to the July 2010 monsoon rains, which flooded a significant area of Pakistan. The programme aimed to restore and protect the livelihoods of the vulnerable rural population and increase their resilience to climate disasters by improving their on-farm productive capacities and off-farm income generating activities. The main activities focused on promoting good agricultural practices, post-harvest management, on-farm water management, and vocational skills development for green entrepreneurship in various trades. Some 12,000 rural families in 120 villages, totalling approximately 86,000 on-farm and off-farm labourers, benefited from the project.

India (2017–2021): In India, agriculture is the backbone of both the formal and informal economy, contributing to jobs through salaried employment or entrepreneurship. However, 60 per cent of the area under agriculture is subject to the vagaries of the weather and vulnerable to natural and climatic disasters. Rural women suffer more from climate-related events than men, as 75 per cent of their income is agriculture dependent. The ILO has been working to protect rural and agricultural households against these risks through projects which seek to build the capacities of farmers and farm workers, enabling them to access and use benefits afforded by government-supported schemes, as well by private-sector initiatives involving NGOs and other service providers. The project aims to increase the resilience, strengthen the capacity to manage risks, and improve the livelihoods of agricultural and rural workers, households and small enterprises whose incomes depend on agriculture and other farm (and off-farm) activities.

5

The ILO's crisis response mechanism

Crises caused by disasters and conflict create new dimensions in the ILO's engagement with and support for its tripartite constituents. The ILO needs to be ready to grasp these opportunities to perform its mandate at the global and country level. This chapter complements and expands on the 2021 Standard Operating Procedures for ILO crisis response. It describes the ILO's framework for crisis preparedness, as well the practical implementation of this framework at the country level in response to a crisis. It also explains the ILO's crisis governance structure, coordination mechanisms and crisis-response sequence. Finally, it details the role of various ILO units in times of crisis, and the ILO's formal cooperation frameworks, networks and partnerships with other actors.

5.1. The ILO's readiness for crisis response

The response starts before the crisis strikes

Crisis preparedness is fundamental to preventing and mitigating the impact of disasters and conflicts on employment and decent work. Preparedness and readiness to respond will determine the quality and timeliness of the response.

Crisis preparedness is also necessary for ongoing projects and programmes. Given the extent to which a crisis can jeopardize the investment involved, as well as the results and impact of a project, disaster preparedness and risk-reduction measures are highly recommended and constitute guarantees for donors.

Engaging constituents before, during and after the emergency

While remaining engaged in usual business with its constituents, the ILO should also sensitize them to the ILO's role in crisis response, preparedness and disaster risk reduction (DRR). It is essential to advocate for and disseminate response-related tools and approaches to fill the gaps created by decent work deficits. It is also necessary to highlight the ILO's relevance in times of crisis and look into possibilities for ILO engagement.

The constituents, while committed to participate in crisis preparedness and response by virtue of Recommendation No. 205 and the Centenary Declaration, are at the same time affected parties – partners and actors who can give rise to risks or work to mitigate them. Their relevance, full involvement and role in disaster preparedness and response is essential. It is also vitally important to form meaningful connections in the private sector beyond the traditional constituents.

Like ILO staff, constituents require training in crisis response, needs assessment, conflict-sensitive projects focusing on DRR, and policy design, implementation, monitoring and evaluation.

Tool 5.1 – Training material: Evaluating the Decent Work Agenda in the SDG era: A training programme for Constituents, ILO, 2021

5.1.1. Institutional preparedness

Risk management

Risk management is the first aspect of preparedness.

Many constituents – and, by extension, affected communities and institutions – may depend on the ILO's ability to carry out its mandate effectively. The relevant country and/or project office [55] must be prepared to continue its critical operations in times of crisis.

Being able, in an emergency, to continue implementing projects that are neither directly affected nor located in affected areas is key to the ILO's role in the Humanitarian-Development-Peace Nexus (HDPN). This is also essential in mitigating the impact of the emergency on the country's development gains and efforts. With this in mind and as per the ILO rules, every country office is required to develop a country-specific business continuity plan (BCP) and a risk register.

In accordance with the ILO's Business Continuity Policy, [56] the BCP is a living document based on a multi-hazard approach. It requires risk assessment, outlines critical business processes, identifies associated staff and proposes contingency plans for all these measures. It further explains the crisis management structure and mandate, outlines activation procedures and explains plan maintenance and testing procedures.[57]

Security and safety

The security and safety of the ILO team and its assets are essential in any crisis response.

The team should be familiar with the in-country UN Security Management System (UNSMS), including the annual security risk assessments conducted for the entire country and for specific hotspots, and existing evacuation plans, and should regularly participate in simulation exercises.

Communication trees should be kept up to date, with every staff member having the contact details of their manager and security officers in the country and at headquarters.

The country/office director should be in touch with the relevant security officer at headquarters, if none exists in country, and should ensure that they are informed and involved in security context analysis during "normal times", so they can provide rapid support when a crisis strikes. Security staff should also participate in regional meetings and other gatherings to discuss programmatic and contextual issues, to ensure dialogue and a mutual understanding of requirements, opportunities and challenges.

55 Where the ILO does not have a country office but has active projects on ground.
56 ILO, Policy on Business Continuity Management, March 2013.
57 BCP practices are currently under revision, taking into account lessons learned from the COVID-19 pandemic, with new tools to be issued during the latter part of 2021. At headquarters level, the Senior Risk Officer is the custodian of policy, tools and guidance on BCPs and risk management.

Crisis-response focal point and team

Every country/project office should identify a crisis-response focal point. This will be the person who, outside of a crisis, will be able to advise the country office director, report on preparedness activities, and share updates on crisis response and other relevant information with the team. During a crisis, this person will be instrumental in guiding and supporting the office response.

As a preparedness measure, the country office should identify who is to be part of the Crisis Response Team (CRT), which will be mobilized as soon as the crisis strikes.

5.1.2. Programmatic preparedness

Strategic preparedness

In disaster-prone areas with forecast cycles of cyclones or hurricanes, recurrent floods and earthquakes, a global strategy, prepared with the constituents, is shared with UN sister agencies to ensure presence, relevance and reactivity.

The ILO should proactively support governments' crisis-response and DRR strategies, and exercises for disaster resilience, management and planning, which are an aspect of decent work country programmes (DWCPs).

Before a crisis, it is important to coordinate and gain familiarity with existing disaster planning structures, starting with the UN and humanitarian country teams and their members, and the resident coordinator / humanitarian coordinator. There should be regular discussion of the possibilities and relevance of ILO interventions under normal circumstances, as well as in the event of a crisis. The objective is to ensure that they are aware of the ILO as an essential partner if a crisis strikes.

Localizing global partnerships with UN sister agencies, development partners, international financial institutions (IFIs) and other international humanitarian-development-peace actors will be part of this strategic preparedness. It is important to take into account the contextual relevance and requirements, liaise with different UN agencies and organizations and clarify the modalities of engagement in preparation for a disruptive event such as conflict or disaster.

Needs assessment preparedness

As explained in Chapter 6, in crisis settings it is vital to participate in the joint UN common analysis, so as to ensure that the conflict drivers associated with poor access to employment and decent work deficits are included in the United Nations Sustainable Development Cooperation Framework (UNSDCF).

The ILO's involvement in conflict settings needs to be informed by a conflict-sensitivity assessment using the ILO's Peace and conflict analysis guidance.

In the aftermath of a disaster or in the context of a protracted conflict, the ILO should consider participating in multi-sectoral needs assessments. These include humanitarian assessments, such as the Multi-cluster Initial Rapid Assessment (MIRA) or the Humanitarian Needs Overview (HNO), as well as those related to development, such as the Post-Disaster Needs Assessment (PDNA) and the Recovery and Peacebuilding Assessment (RPBA). Assessment tools and checklists involving trained staff and constituents should be available in every country / project office for the purpose of rapid assessment. If requested by the United Nations country team (UNCT) and/or country office, ILO Decent Work Team (DWT) specialists should participate in (joint) assessments and design recovery plans, fulfilling the ILO's mandate and leveraging its comparative advantage to add value to the larger UN response plan. For more information on these assessments, see Chapter 6.

Tool 5.2 – Assessment tool: Humanitarian Needs Overview (HNO), OCHA, 2020

Tool 4.5 - Guide: Peace and conflict analysis: Guidance for ILO's programming in fragile and conflict-affected contexts, ILO, 2021

The crisis-response focal point, and ideally some technical staff, should participate in in-country training activities on joint assessment methodologies. They can inform other UN agencies and humanitarian actors of the ILO's expertise and comparative advantage in accurately assessing employment and livelihoods losses, and the scope of such assessments.

A baseline dataset pertaining to all areas of decent work should be built up with the information emerging from the crisis response. This will be made available and used for making initial assessments, designing and evaluating project and programme proposals, and answering any requests for information on specific topics from governments, donors or sister agencies.

Resource mobilization preparedness

An analysis of ILO resource mobilization trends in different countries and comprehensive mapping of donors, with assistance from the Partnerships and Field Support Department (PARDEV), is useful in exploring the possibilities for resource mobilization.

It is important to take advantage of times of peace and normality to liaise with traditional and non-traditional donors, and spread the word about the ILO's unique added-value acquired in times of crisis and years of work in the HDPN.

Sharing lessons learned, good practices, documented implementation models and approaches and success stories in the same region or in other parts of the world is useful in illustrating what is possible and breaking down prejudices and incorrect understandings of the ILO's mandate and scope of action. DRR, conflict-sensitivity, Demobilization, Disarmament and Reintegration (DDR) and peace responsiveness are programmatic approaches that the ILO uses to respond effectively from the onset of a crisis. Promoting decent work on this basis, while cooperating with UN partners, ILO constituents and national counterparts, can also make a big difference in mobilizing resources.

This work needs to be accompanied by an internal assessment and reflection on the ILO's capacity to address donors' requirements during times of crisis, in terms of speed, reliability and accountability. This means engaging in collaborative discussion with donors and with programme and operations actors (the Administration, Field Security, Finance, Procurement, Human Resources and IT departments) in order to identify a set of crisis response tools.

Based on PARDEV's recommendation, a country and/or regional mapping exercise can be carried out to facilitate rapid liaison with relevant donors in moments of emergency response.

For more information, please refer to Chapter 8 of this guide, which gives details of the ILO's resource mobilization processes and mechanisms.

5.2. The ILO's crisis-response governance structure and coordination mechanisms

Within the ILO structure, three bodies are responsible for supporting country-level crisis response: the Steering Committee, the Technical Crisis Group (TCG) and the Crisis Response Team (CRT).

5.2.1. The Steering Committee

The Steering Committee – see Figure 5.10 below – is a permanent global body co-chaired by DDG/FOP and DDG/P, which, in consultation with the CABINET, takes decisions about crisis response. The permanent members of the Steering Committee are representatives of the various policy areas (ILO Security, PROCUREMENT, PROGRAM, PARDEV, DCOMM, HRD, ACTRAV and ACT/EMP), with ad hoc support from representatives of the TCG and the country and regional offices of the area in which the crisis has arisen. The Steering Committee meets once a year for stocktaking purposes and convenes on an ad-hoc basis should the need for a decision about involvement in an impending crisis of a politically sensitive nature arise. The co-chairs consult the CABINET on decisions concerning the ILO's involvement in politically sensitive situations. The Coordination Support Unit for Peace and Resilience (CSPR) acts as the secretariat for the

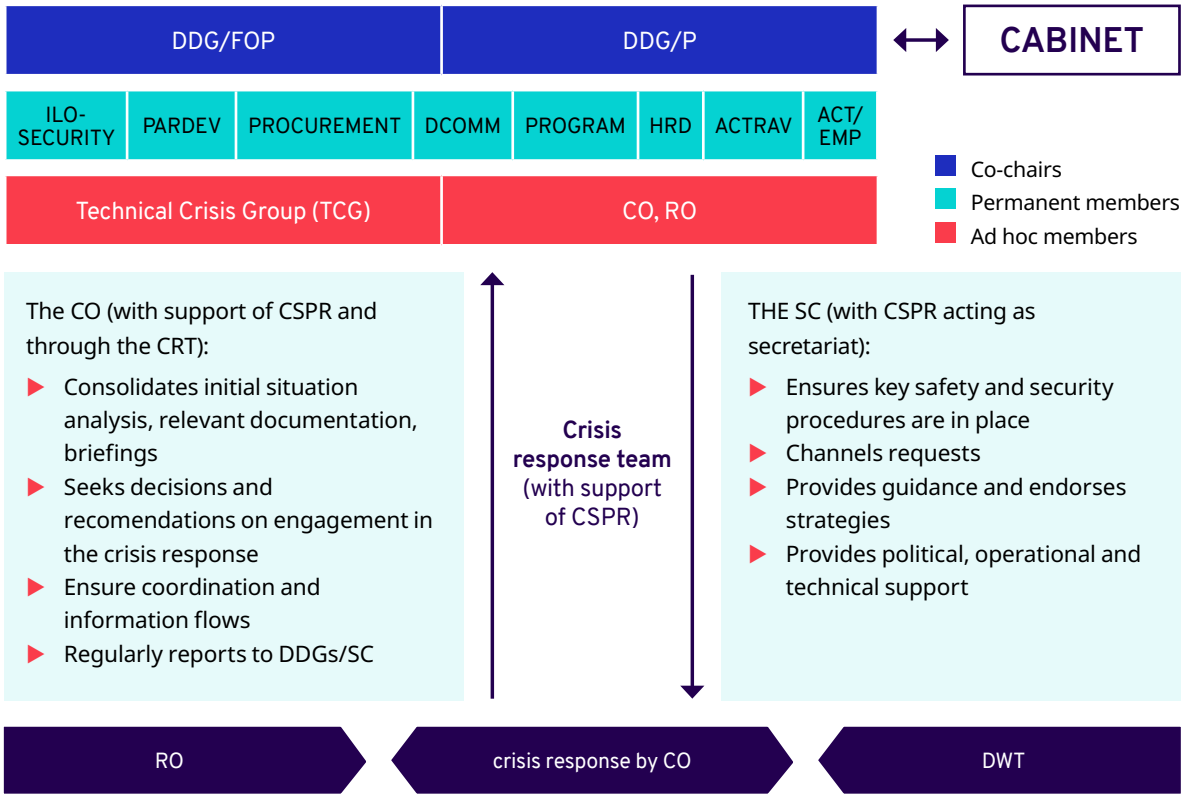
Steering Committee and provides periodic updates and situation reports to the co-chairs on the ILO's crisis-response strategy and progress. The CSPR also assists the co-chairs in drafting meeting agendas, preparing background notes, recording minutes of meetings and following up on decisions taken.

The Steering Committee has the following functions:[58]

- Overall decision-making
- Prioritizing requests
- Providing political and strategic guidance
- Endorsing proposed response strategies
- Facilitating access to internal resources

In all cases, Steering Committee members are kept informed of the response on the ground by the country office concerned, or the project officeif the ILO is a non-resident agency. They are supported technically by the relevant DWT and headquarters technical departments, with coordination ensured by the CSPR.

▶ **Figure 5.1. Structure of the ILO's Steering Committee**

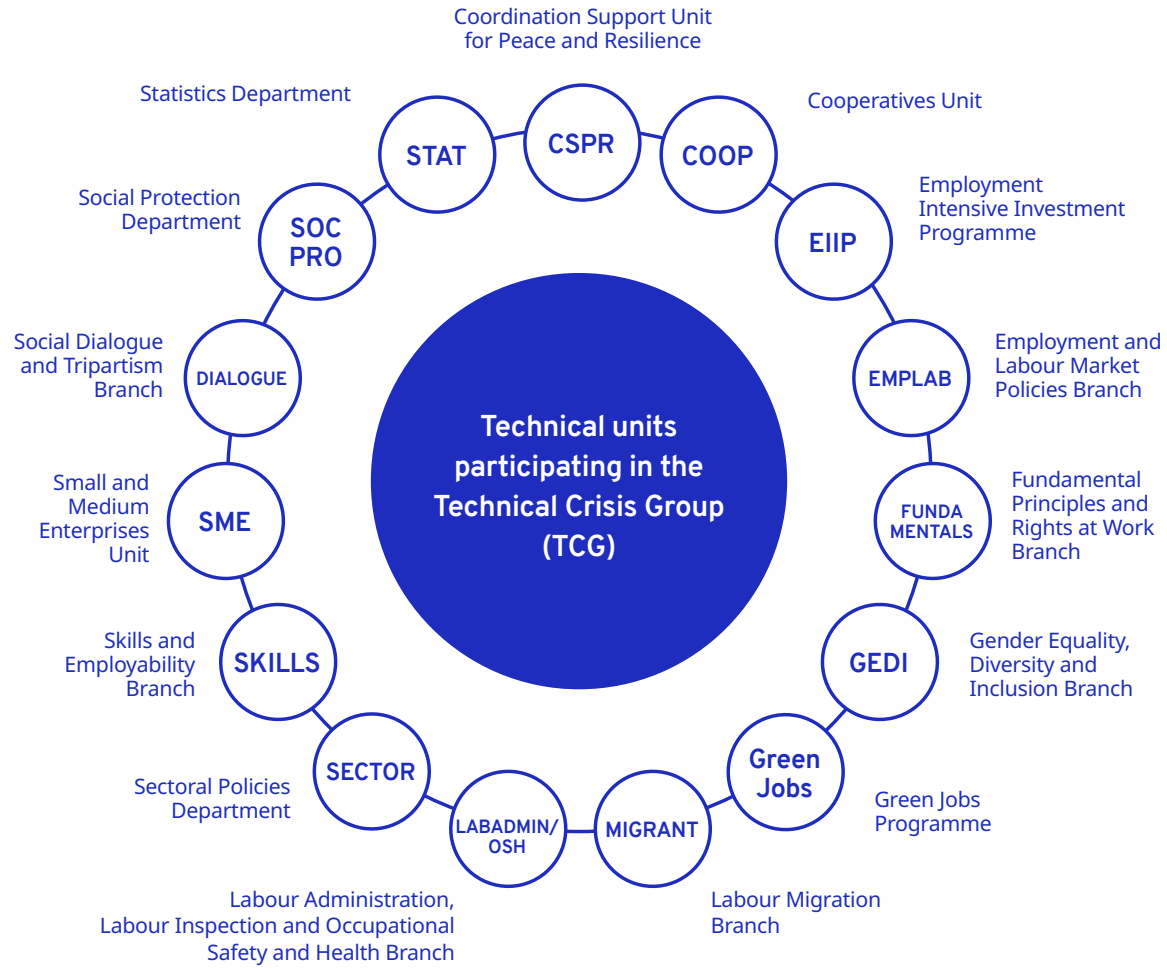


5.2.2. The Technical Crisis Group

To ensure that all key policy areas are represented in the crisis response, the ILO has formed a Technical Crisis Group (TCG). The Group defines appropriate technical responses, depending on the type of crisis and the needs and demands of constituents and country offices, in line with the ILO's technical and financial capacity to respond under its mandate. This multidisciplinary group, coordinated by the CSPR, is permanent and meets when necessary to determine the initial technical focus of a specific country-level response.

58 See Minute sheet 2019, CSPR establishment

▶ **Figure 5.2. Composition of the Technical Crisis Group**



The TCG liaises with the other members of the Steering Committee, in particular with ILO Security and with PARDEV, PROGRAM and PROCUREMENT.

The TCG is composed of at least one specialist from each technical area of the Jobs for Peace and Resilience flagship programme (COOP, EIIP, SME, SKILLS, EMPLAB), and from FUNDAMENTALS, MIGRANT, LABADMIN/OSH, SOCPRO, STAT, GEDI, Green Jobs and DIALOGUE.

5.2.3. The Crisis Response Team

The Crisis Response Team (CRT) is a country-level team of ILO staff whose members are selected in advance by the country office to ensure smooth mobilization at the beginning of a crisis response. The CRT includes the country director, the programme officer, the security officer (if there is one in the country), the operations officer and the different project managers. The CRT is supported by the CSPR, ILO Security, PARDEV, DCOMM and ad hoc technical specialists from DWTs and headquarters.

The role of the CRT includes:

- advising the country director on crisis response measures,
- preparing periodic situation reports on the crisis situation,
- representing the ILO in various thematic groups and sub-groups (clusters/sectors),
- providing inputs to the flash appeal and other joint programmes,
- repurposing some of the existing project/ programme funds for crisis response,
- participating in the initial and post-disaster needs assessments,
- assisting in the preparation of concept notes and project documents; and support any evaluation covering ILO's response.

At headquarters level, the CSPR and ILO Security have permanent country-related focal points who provide support to their respective countries in crisis response and protracted crises.

> In the event of an emergency, you can get the direct telephone numbers of the available focal points from the Security Control Centre at controle@ilo.org and/or by calling +41 22 799 8015
>
> For information or support relating to security during a crisis, ILO Security should be contacted at fieldsecurtiy@ilo.org
>
> For information or support on technical response to crises, the CSPR should be contacted at cspr@ilo.org.

5.3. The indicative crisis-response sequence

5.3.1. ILO mobilization – step by step

The crisis response sequence set forth below is indicative. Depending on the choices made by the government, the impact of the conflict or disaster on essential services and the capacity of the UN team in the country, the timing may vary significantly. For more information on the various assessments mentioned below, see Chapter 6.

Day 1

The government concerned assesses the gravity and extent of the crisis, and the need for external support in its response. It contacts the UN (the point of contact is generally the UN resident coordinator and/or the humanitarian coordinator, if present in the country, and requests assistance. This is usually done by declaring a state of emergency.

The coordinator convenes meetings of UN heads of agencies, funds and programmes (AFPs) and informs them of the government's request(s). AFPs are encouraged to take the necessary action in preparing to support the government's response plan.

The ILO country director, with the support of the CRT, engages with the UN or humanitarian coordinator as soon possible to convene a meeting of the Humanitarian Country Team (HCT) to:

- assess each agency's potential role in the humanitarian response;
- offer initial support in identifying the priority needs of the affected population at the start of the MIRA process, which normally produces an initial analysis within the first 72 hours;
- express the ILO's interest in participating in the initial flash appeal (normally issued between day 3 and day 5).

Day 2

The resident/humanitarian coordinator informs UN headquarters (the UN Office for Coordination of Humanitarian Affairs (OCHA) and the Department of Peace Operations) of the situation, requesting support.

Day 3

An MIRA is organized to gather essential data to inform the government and development partners' immediate response plan. The ILO participates in this, focusing on the impact of the crisis on jobs, livelihoods and social protection, also viewed from the perspective of gender and vulnerability. The ILO's extensive network of partners in the field, its constituents and project partners, can contribute significantly by providing reliable information, especially from remote areas and/or areas that are not accessible due to the impact of the disaster.

The cluster/sector system is activated and coordination meetings are organized. The ILO country office should keep abreast of proceedings, advocate for the inclusion of ILO-relevant (sub-)clusters or sectors (livelihoods, recovery, protection and so on), together with relevant UN cluster leads, and participate in the work of response clusters or sectors identified as strategic.

Days 4 – 5

Cluster/sectoral response plans are initiated and, within 5 days, a flash appeal is launched to meet immediate needs (food, water and sanitation, shelter, healthcare, education, and livelihoods support).In protracted crises, these needs are synthesized in a humanitarian response plan.

If requested by the government, the process of making a joint assessment begins. This may be a Post-Disaster Needs Assessment (PDNA) in the aftermath of a disaster or a Recovery and Peacebuilding Assessment (RPBA) in conflict settings. The ILO will analyse the impact of the crisis on employment, livelihoods and social protection.

The assessments will lead to the development of a multi-sectorial recovery plan, often presented at a pledging conference.

The ILO's strategy will receive input from the technical specialists supported by the CSPR and the PARDEV. MULTILATERALS will make sure that relevant global partnerships[59] and frameworks are activated for implementation at local level. ILO New York will support this process by reaching out to New York-based AFPs.

Tool 5.3 – Intranet page: Standard operating procedures for ILO's crisis response, ILO, 2021

Tool 5.4 – Webpage: Post Disaster Needs Assessment (PDNA), ILO

Tool 5.5 – Brief: Recovery and Peacebuilding Assessments (RPBAs) Fast Facts, EU, WBG and UN (year unknown)

5.3.2. Crisis-response governance structure

As soon as a crisis strikes, the relevant country office or offices contact ILO SECURITY, the CSPR and PARDEV, which inform the DDG/P and DDG/FOP advisors.

Depending on the magnitude of the crisis, its context and political sensitivity, the advisors will decide whether or not to convene a Steering Committee meeting.

To facilitate a rapid technical response, the TCG involved in the country's crisis response will suggest initial specialist/technical areas which should join the CRT in support of the country office.

5.3.3. Immediate response measures

Immediate response at the country/project office level

1. The country or project office convenes its CRT and activates its BCP.
2. The Head of the ILO in the country (the country director, national coordinator or Chief Technical Adviser (CTA) if the ILO is a non-resident agency), with guidance from ILO Security and in coordination with the CRT, ascertains the security and safety of ILO staff/premises.

   The CRT, in coordination with the designated official, also provides any immediate support required by ILO staff, if affected by the crisis.
3. The country director assigns specific roles/responsibilities to every member of the CRT, including the additional staff eventually deployed by the DWT, regional office or headquarters. Everyone will need to know which meetings to attend and who to contact within the ILO, the government and social partners.
4. TheILO checks on the impact on and safety of its constituents and partners. Then this vast network of constituents, UN agencies, trainers, facilitators and beneficiaries of past or ongoing projects is mobilized for information-sharing and potential assessment and response.

Discussions should be held with partners on the relevance of undertaking joint actions.

In the meanwhile, the country or project office liaises with the regional office, DWTs, ILO Security and Medical Services at ILO headquarters and the CSPR and DCOMM, to:

- provide information on the impending crisis and staff safety and security, and maintain contact;
- provide preliminary information about damage and losses affecting the world of work (livelihoods, employment, social protection, enterprises and cooperatives) and the (local) government and social-partner institutions concerned;

59 These global partnerships (UNDP, IFRC, UNOPS, FAO, UN Women, UNHCR, g7+) are described in a later section of this chapter.

- report on initial expectations/possibilities for ILO engagement from constituents, the resident coordinator's office and IFIs;
- taking into account indications from country-level agencies and the global support group (e.g. the PDNA group), explore the possibility of receiving additional specialists/staff or consultants, possibly by setting up a roster, so as to be able to rapidly deploy consultants from the DWT, the regional office or headquarters.

Throughout the crisis response, the CRT liaises with the technical, partnership and field support units (CSPR and PARDEV) for support and guidance on aspects of the response.

Immediate response at the regional office Level

- The regional office management remains in contact with the country director in order to receive briefings on the evolving situation and the welfare of the staff.
- They advise their Senior Management Team to be on standby for any support required by the country office or the DWT in terms of financial resources, deputing additional human resources (programme officers and specialists) and hiring consultants at short notice.
- They consider the allocation of regional resources for unforeseen requirements of the crisis response, possibly complemented by funding from the Regular Budget for Technical Cooperation (RBTC) or the Director-General's emergency reserve.
- The regional office, with support from the CSPR, liaises with the headquarters Steering Committee for emergency response, when needed.
- The regional office, in coordination with the country office, may also follow things up with the country's minister of labour, social partners and other relevant high-level officials.

Immediate response at the Decent Work Team level:

- The DWT director advises the relevant technical specialists to establish contact with the country office.
- The relevant technical specialists ascertain the level of involvement required of them and inform the country office of their availability and the support they can provide at a distance and/or by taking part in missions to assist in planning and developing the ILO's contribution to the joint assessments (MIRA and PDNA), and in developing the national and inter-agency response plans.
- They provide technical support for inputs to the flash appeal and the recovery strategy, which the ILO may submit to a pledging conference and to its bilateral development partners.
- The technical specialists provide support throughout the recovery process by backstopping the implementation of the project and ensuring the quality, efficiency and effectiveness of the ILO's overall contribution to the national response plan.

Immediate response at the headquarters level

- The CSPR, working with ILO Security, supports the country office in compiling a series of briefings (situation reports) consisting of analysis and points for decision by the Steering Committee on potential areas for action, taking due account of security issues.
- On behalf of the Steering Committee, the CSPR calls for briefings at headquarters and invites technical departments and the country office, DWT and regional office concerned to supplement the input from the CRT.
- A field-security assessment mission supervised by ILO Security may be needed to ensure UNSMS standards, should the ILO decide to establish a presence in the crisis-affected area/country. The security mission will assess the merits of sharing assets and premises, pre-deployment training and equipment, programme criticality protocols and staff security. The objective of this mission would be to ensure an enabling environment for the ILO's response.

5.4. The role of headquarters-based units

5.4.1. Coordination Support Unit for Peace and Resilience (CSPR)

Besides acting as the secretariat of the Steering Committee, when necessary, the CSPR has the following roles:

Supporting country offices in responding to a crisis:

- Facilitating prioritization based on initial analysis of the situation and requests for ILO support and involvement from within and outside the Office;
- Assisting in the design of projects in conflict and disaster settings (with clear, quantifiable peacebuilding and resilience indicators and impact assessments);
- Providing information and input to PARDEV with a view to resource mobilization for action in situations of conflict and disaster;
- Coordinating and cross-fertilizing initiatives with the Justice, Peace and Resilience (JPR) programme and other flagship and development cooperation programmes in fragile, conflict and disaster situations;
- Facilitating the work of the technical task team of specialists from selected policy areas relevant to the crisis context.

Reinforcing partnerships:

- Prioritizing and strengthening partnerships with development and humanitarian partners, and peacebuilding and emergency funding programmes;
- Representing the ILO on related inter-agency platforms, such as the DDR and DRR platforms, the PDNA working groups and other global forums focusing on the HDPN;
- Organizing and coordinating international events on the contribution that employment and decent work make to peace and resilience.

Acquiring and sharing knowledge and communicating:

- Enhancing internal and external capacities by providing specific training for constituents, national stakeholders and ILO staff;
- Creating and updating a roster of experts/consultants for conflict and disaster settings;
- Mapping in-house technical competencies and available tools contributing to Recommendation No. 205 implementation;
- Documenting experiences from different ILO policy areas, collecting evidence, drawing on lessons learned, in particular from past evaluations, and establishing a strong common narrative to communicate the ILO's values and sustainable approaches to building peace and resilience;
- Developing communication tools and platforms promoting employment for peace and resilience.

5.4.2. ILO field security

The ILO Security Team keeps ILO premises and staff safe and secure, both at headquarters and in the field.

The ILO Security Unit comprises the Headquarters Security Team, responsible for the safety and security of ILO staff and the headquarters building in Geneva, and the Field Security Team, responsible for the security and safety of ILO staff and buildings in the field.

The Headquarters Security Team

- provides security and protection for ILO staff members and visitors to the ILO headquarters building in Geneva, and during ILO events in Switzerland that involve other international organizations, such as the annual International Labour Conference;
- has a team of twelve security guards who are ILO staff members. The team receives support from additional guards employed by a private company;
- responds to emergency situations such as fires, evacuations, lift breakdowns, incidents that require medical assistance and first aid, and any other incidents or accidents occurring in the ILO building or on ILO premises.

Tool 5.6 – Guide: HQ Security Guide, ILO

Tool 5.7 – Factsheet: HQ Fire Wardens and Response Team, ILO

Tool 5.8 – FAQs: HQ Fire and evacuation Frequently Asked Questions, ILO

The Field Security Team

- serves as first point of contact for all field security issues, particularly in times of crisis;
- visits field offices to assess security compliance and provides technical advice on safety and security policies, practices and procedures;
- provides financial support to field offices for the purchase and installation of security equipment required by UN security risk management measures, and monitors their implementation;
- provides information and assistance on all security procedures to be fulfilled by ILO staff and external collaborators prior to travel;
- organizes security training for ILO staff, in collaboration with the UN Department of Safety and Security;
- ensures that security is included in technical cooperation projects at the time of planning and budgeting;
- participates in meetings of the Inter-Agency Security Management Network, which reviews existing and proposed policies, procedures and practices of the UNSMS and provides recommendations to the High-Level Committee on Management.

Tool 5.9 – Guide: Field Security Guide, ILO

Tool 5.10 – Guidelines: Emergency Guidelines for field staff,, ILO

Tool 5.11 – FAQs: Travel and Field Security Frequently Asked Questions, ILO

Tool 5.12 – Procedure: Emergency Standard Operating Procedures , ILO

Tool 5.13 – Factsheet: Security Level System , ILO

Tool 5.14 – FAQs: Security Level System Frequently Asked Questions, ILO

5.4.3. PROGRAM

The Strategic Programming and Management Department (PROGRAM) advises the Director-General and assists ILO management and staff in programme planning, resource allocation and reporting on implementation. Its work, based on a commitment to results-based management (RBM) and budgeting, focuses on:

- preparing the ILO's Strategic Plan, biennial Programme and Budget, and Programme Implementation Report for submission to the Governing Body and the International Labour Conference;
- analysing, recommending and providing support for continued improvements in management systems and procedures that yield effective and efficient results-based and risk-informed programming, at country level and globally.

PROGRAM is also mandated to develop ILO policy on RBM and to oversee its implementation. In this capacity, it is responsible for ensuring that ILO officials optimize use of the resources with which they are entrusted for the delivery of decent work outcomes that benefit women and men around the world.

The biennial Programme and Budget includes a results framework comprising outcomes, outputs and accompanying indicators, which specifies the priorities for the biennium and the expected changes in Member States' policies and capacities to be achieved through ILO input. Before the start of the biennium, the Office prepares an outcome-based work plan (OBW) for each Programme and Budget

outcome, encompassing all the country programme outcomes (CPOs) and global deliverables linked to the corresponding outcome. Each OBW draws on inputs (staff time and non-staff resources from all sources) and the combined work of all ILO units across the regions and at headquarters, as well as from the International Training Centre in Turin. It is therefore the main tool for planning, resourcing and monitoring the delivery of results. An Outcome Coordination Team (OCT), comprising staff from relevant headquarters departments and regions, is responsible for developing, monitoring and reporting on progress and achievements under the corresponding OBW.

ILO support for constituents to promote decent work in the HDPN is an integral part of the Programme and Budget and results framework. In 2020–21 and 2022–23, ILO action in this area is included under Programme and Budget Output 3.4: "Increased capacity of Member States to promote peaceful, stable and resilient societies through decent work". At country level, CPOs that aim to enhance preparedness, peacebuilding and resilience through employment-centred strategies (including conflict-sensitive and post-disaster assessments) are linked to this Programme and Budget output and included in the OBW for Policy Outcome 3, on the economic, social and environmental transition to full, productive and freely chosen employment and decent work for all. Output Indicator 3.4.1 – "Number of Member States with programmes to promote peaceful, stable and resilient societies through decent work" – serves to measure and report on results achieved in this area.

The allocation of resources to ILO action in the HDPN follows the same principles as in any other policy area. Available resources from all sources of funding – the regular budget, including the RBTC, the Regular Budget Supplementary Account (RBSA) and extra-budgetary development cooperation – should be directed towards the relevant CPOs, considering the specific needs and requirements, and the expected results. An integrated approach to resource management ensures that ILO action to achieve results is delivered in the most effective and efficient manner, ensuring value for money.

In the event of a disaster or sudden crisis requiring an urgent response on the part of the ILO, the country office concerned should:

a. revise all the CPOs in the country programme to reflect how the disaster / crisis affects the anticipated results and the ILO cooperation strategy;
b. include the expected results and deliverables of the ILO's response to the disaster / crisis, with estimates of the resources required to deliver them, in the corresponding CPOs, bearing in mind that significant components of the ILO response should be included in one CPO linked to the Programme and Budget output relating to the HDPN (Output 3.4 in 2020–21 and 2022–23);
c. if necessary, ask PROGRAM to formulate a new CPO, subject to the prior agreement of the regional office and the relevant OCT lead, and in coordination with the CSPR;
d. consider the possibility of redirecting available country-level or regional resources, under all sources of funding, to the ILO response, in consultation with the regional office, the CSPR, relevant departments at headquarters and partners / donors, as appropriate.

In exceptional circumstances, after other means of financing have been exhausted, the regional office or a headquarters department may submit a request to PROGRAM to access the RBTC reserve in order to supplement existing sources of funding for the ILO's immediate response to the crisis. Use of the RBTC reserve is at the Director-General's discretion, based on recommendations from PROGRAM. The Internal Governance Documents System governing the management of the RBTC, as well as the form to be used to access the RBTC reserve, can found on PROGRAM's SharePoint.

The country office, with the endorsement of the regional office and the corresponding OCT, may also explore with PROGRAM the possibility of accessing the RBSA to fund the medium-term ILO intervention after the immediate humanitarian response to the crisis has passed. Subject to favorable feedback from PROGRAM, the country office may submit a proposal for RBSA funding following the established procedures and using the forms available on PROGRAM's Sharepoint.

Tool 5.15 – Webpage: Regular Budget Technical Cooperation /RBTC, ILO PROGRAM

Tool 5.16 – Webpage: Regular Budget Supplementary Account / RBSA, ILO PROGRAM

5.4.4. PROCUREMENT

The Procurement Bureau (PROCUREMENT) reports to the Treasurer and Financial Comptroller (TR/CF) and provides services to ILO managers and staff at headquarters, in field offices and in the delivery of extra-budgetary funded programmes and projects. PROCUREMENT is responsible for all procurement at headquarters, in ILO external offices and for technical cooperation programmes and projects, in accordance with the Procurement Responsibility Matrix and ILO Procurement Principles.

For these purposes, PROCUREMENT:

- develops, disseminates and administers procurement policies, rules and procedures in accordance with the ILO Financial Regulations and Rules and other relevant ILO requirements;
- oversees procurement of goods and services for the Office as a whole and plans, coordinates, supervises and executes ILO procurement processes;
- is directly responsible for the procurement of motor vehicles under all sources of funds;
- advises on, negotiates, establishes or accedes to long-term agreements with vendors for the provision of commonly procured goods and services, and coordinates and manages the use of long-term agreements across the ILO;
- provides contracting support, including through advising on, drafting or reviewing and approving contract documents arising from procurement activities, assisting in negotiating and concluding contracts with ILO vendors and assisting in interpreting contracts and resolving disputes arising during their implementation;
- provides information, advice and training on procurement issues;
- represents the ILO as a member of the Common Procurement Activities Group (CPAG) for the United Nations Office at Geneva (UNOG) and specialized agencies of the UN system in Geneva; and
- represents the ILO as a member of the High Level Committee on Management Procurement Network (HLCM-PN) for UN organizations.

In emergency situations deviations from normal procurement rules may be permitted. For details, please refer to the ILO Procurement Manual, Section 6.9 – Emergencies.

Tool 5.17 – Matrix: Procurement Responsibility Matrix, ILO, 2017

Tool 5.18 – Principles: Procurement Principles, ILO

Tool 5.19 – Manual: ILO Procurement Manual, ILO, 2019

Tool 5.20 – Webpage: UN Global Marketplace, Sustainable Procurement Indicators

▶ Box 5.1. PROCUREMENT in response to 2020 Beirut blast

One week after the 2020 Beirut port explosion, the Employment Intensive Infrastructure Programme (EIIP) in Lebanon and PROSPECTS projects sought PROCUREMENT's assistance for the engagement of a contractor to assist in clearing blast rubble as a contribution to the local recovery efforts.

Upon consultation with the EIIP Lebanon project, the Deputy Chief of PROCUREMENT, the Chief of PROCUREMENT, and the Treasurer, it was determined that the emergency situation required a rapid response. Direct selection of a contractor through a waiver request was considered. However, this avenue may have posed a risk to the ILO's reputation of transparency and fairness in a politically sensitive and emergency context.

For this reason, an expedited tender process was formulated based on the EIIP Lebanon procurement strategy that was already in place. As the EIIP Lebanon project involves regular tendering for construction works, the accelerated tender process was limited to contractors who were currently or had successfully completed EIIP projects with the required work methodology, and who have already undertaken the Local Resources Based Training (LRBT) and OSH COVID-19 training activities provided by the EIIP project. This pool of contractors were also familiar with the ILO's mandate and contractual requirements.

The tender documents were adapted accordingly for the accelerated tender process, and the PROCUREMENT management e-mail inbox was used to securely receive the offers electronically.

As a result of this exceptional procedure, a contract was signed with the winning bidder less than two weeks after the initial request, and the rubble-clearing work commenced.

5.4.5. DCOMM

The Department of Communication and Public Information (DCOMM) works with all departments and offices to deliver the ILO's global communication strategy and is responsible for ensuring a common approach to ILO communication. This means creating engaging content, and managing the processes and platforms, as well as offering the services and training needed to ensure that ILO communications are consistent in message, look and practice at global, regional and local levels.

In practical terms, DCOMM is responsible for effective and efficient communication of the ILO's mandate, knowledge, priority issues and results to external and internal audiences.

DCOMM works with senior management at headquarters and in the regions to define the ILO communication strategy and is responsible for communication planning and coordination. DCOMM works with PRODOC to define and ensure consistent use of the ILO brand. It works with all departments and offices (through the regional communication officers) to provide communication support from the planning stage to content production and outreach via the ILO's main channels. It helps formulate communications objectives and develops associated strategies for effectively reaching the ILO's audience with relevant, effective messages and content.

To ensure that partners support ILO involvement in crisis response, it is necessary to ensure that a narrative and supporting communication products are developed rapidly to demonstrate a commitment to delivering tangible solutions that positively affect people's lives, and to ensure that the importance of decent work in crisis recovery is understood and evident from the start.

Communication at country level

The country office manages the external communication effort, with specialist support from the RCOMM or DCOMM as required, with the aim of enhancing the visibility of the ILO and its messages and contributing to its strategic positioning for resource mobilization.

The CRT supplies the DWT, communications team and PARDEV with key information and regular updates for the preparation of communication products, infographics and maps, summarizing key information on the ILO's presence and crisis-response activities (ongoing and planned), ILO contacts, the partners involved and resource requirements.

The country office collects and regularly passes to the Communications team/DCOMM and PARDEV, concrete examples and visual materials that demonstrate how the ILO's interventions are having a direct and positive impact, as evidenced by evaluations and other reviews, on the lives of the affected population, through pictures, personal stories and interviews.

Communication at the regional office level

Once the flash appeal is launched, the ILO response strategy (including the ILO's resources requirements) is published on the ILO web (and websites such as ReliefWeb). The ILO's webpages (regional, country and global websites) will be regularly updated and pushed out through social media, as appropriate.

Communications staff, together with PARDEV and DCOMM, support the preparation of communication materials, infographics and maps, summarizing key information on the ILO's presence and crisis-response activities, impact, partners involved, and ILO contacts.

Communication at headquarters level

In the first 72 hours and before the flash appeal, DCOMM (with support from PARDEV and the CSPR) prepares pre-cleared communication messages on the ILO's crisis response.

In the case of complex crises requiring the involvement of the Steering Committee, DCOMM will be involved in the design and implementation of the communication operation.

▶ Box 5.2. Communication in crisis response

In the aftermath of Super-typhoon Haiyan in the Philippines in 2013, UN agencies and other organizations quickly scaled up their work, establishing an on-the-ground presence and assigning a variety of specialists to what was a complex crisis.

Crucially, DCOMM/RCOMM expertise was integrated into the ILO's response from the start. Specialist communications staff, with regional knowledge and crisis experience, were deployed to the site, backed up by expertise and resources at the regional office and headquarters. This laid the foundations for a well-informed, coordinated and integrated response.

A communications strategy, key messages and a dedicated website were quickly developed (and subsequently updated, according to need). The difference in resources and time zones was utilized positively to support a smooth flow of high quality information and content.

As well as supporting communications strategy and operational management, a DCOMM multimedia team was assigned to record the evolving situation and gather first-hand, compelling interview material that highlighted the importance of decent work and livelihood recovery.

Specialist support from DCOMM/RCOMM also allowed the field office to meet concurrent requirements for communications expertise in different locations, for exampleat the duty station where coordination meetings, media interviews and press briefings were held, and in the large disaster zone hundreds of miles away, where multiple developments were unrolling at the same time.

Good coordination ensured that country-level messages and the global strategy were aligned, and information was shared among local, regional and global partners in a timely way. An important element in this was a smooth and swift content-handling and clearing process. This allowed a wide range of products targeting different audiences – statements, features, infographics, blogs, tweets, images, videos, webpages – to be published in a timely manner, while remaining consistent with ILO messages and strategies.

High-quality communications played a vital role in showcasing the ILO's comparative advantage, global expertise and response capability. Good material informed the technical response and increased visibility. This in turn helped to mobilize donor resources, manage reputational risks and shape the crisis "narrative" so that it included not only humanitarian efforts but also livelihood restoration.

Overall, an integrated response using the strengths of both field and headquarters communications operations, made for a better, faster response in a rapidly evolving and complex crisis situation.

5.4.6. ILO evaluation office: role & function

The Evaluation Office (EVAL) is governed by the **ILO Evaluation Policy** and the **ILO Results Based Evaluation Strategy**, defining the ILO's organizational approach and results-based framework for evaluation. EVAL is mandated to manage the evaluation function and ensure proper implementation of the evaluation policy. EVAL's structure and modalities of operation are designed to protect its independence.

The policy establishes evaluation as a function for promoting accountability and learning and as input to planning. It reiterates that evaluation is integral to the ILO's results-based management system. The evaluation policy and strategy and the corresponding policy guidelines provides the framework, procedures, processes and tools for evaluations at all levels and of programmes, projects and activities of ILO. It covers joint evaluations and ILO's involvement in UN system wide evaluations and other collaboration.

The **Policy guidelines for results-based evaluation**, 4th edition (2020) are intended to provide a complete package of guidance for ILO staff, who are tasked with planning, managing, overseeing and/or following up on evaluation recommendations. The guidelines includes a number of guidance notes covering in details specific issues such as requirements to design for good monitoring and evaluation; how to integrate gender in monitoring and evaluation projects; how to adapt evaluation methods to ILO's normative and tripartite mandate and how to ensure evaluability of programmes and projects. These are all elements relevant for evaluations of crisis response.

Specific guidance on monitoring and evaluation in the context of crisis should be considered such as the **Handbook "How to Design, Monitor and Evaluate Peacebuilding Results in Jobs for Peace and Resilience Programmes, version for field testing".** A useful external resource relevant for evaluation in situations of fragility, conflict and disaster is the **ALNAP** global network of NGOs, UN agencies, members of the Red Cross/Crescent Movement, donors, academics, networks and consultants dedicated to learning how to improve response to humanitarian crises.

In response to the Covid19 pandemic, EVAL issued in March 2020 a note on **"Implications of COVID-19 on evaluations in the ILO: Practical tips on adapting to the situation"** for evaluations in a global crises. This is a detailed risk-based guidance note on how to continue evaluations during a crisis. This note included practical tips on how to adapt the evaluation process and tips to support their undertaking during the crisis. The guidance identified 9 scenarios providing blending methods for each of them (remote interviews, use of national consultants, focus-group discussions with remote participation by international consultants).

The challenges posed by a crisis amplifies the need for evaluative evidence to ensure effective responses and to validate lessons learned. Evaluations and other evaluative reviews, such as real-time evaluations and monitoring remains important, adapted to the circumstances of the crisis with specific evaluation questions and methods adapted to crisis.

▶ Box 5.3. Evaluation in situations of fragility, conflict and disaster

In the event of disaster or sudden crisis, EVAL is recommending the following in regards to evaluation

- As part of review of the implications of the crisis on the implementation of DWCP and development cooperation projects, the implications for ongoing and planned evaluations should be considered. Advice from EVAL, Regional Evaluation Officers and Departmental Evaluation Focal points in each department should be sought out as early as possible. As far as possible mandatory evaluations should continue unless EVAL has explicitly agreed not to proceed
- In context of system crises response and any proposed evaluations of these including for joint evaluations and as part of any UN system level evaluation, the ILO response and appropriate involvement should be considered in any discussions at the planning and implementation stage. EVAL is ready to provide advice.
- In developing the ILO response, the available evaluative information on crisis and relevant policy areas should be considered to the extent possible, using the knowledge base on evaluations
- Repurposed or redesigned development projects should consider the implications on evaluation and should use relevant lessons learned and other evaluative information
- Any new projects should consider the knowledge based from evaluation in the design and evaluation plans should consider the need to include specific crisis oriented evaluation questions and methodology.
- Real-time ongoing reflection to the extent it is possible, should capture and document lessons learned and useful experiences to be shared and used for future crisis situations, with particular focus on the specific context in which these lessons can be useful

During recovery and post-crisis, evaluations also remain critical. This can be in the form of specific evaluations of the crisis is at various programmer levels and by ensuring the evaluations for projects implemented during and after the crises. As an example, EVAL has produced a **"Protocol on collecting evaluative evidence on the ILO's COVID-19 response measures through project and programme evaluations"** to ensure that project evaluations covers Covid19. The protocol is focus on collecting evaluative evidence on the ILO's COVID-19 response measures, with an evaluative framework, KPIs and evaluation questions. The specific evaluation questions are linked to two analytical dimensions of institutional agility and results at project level, which are important parts of the crisis response and recovery, and their inclusion in evaluations should ensure comprehensive assessments and comparable information on core performance interest areas. Real time information on the actual learning and results of COVID 19 responses will be important to keep evaluations during the crisis relevant.

For the development of the crisis response, the knowledge from evaluations at all levels is important. EVAL has a comprehensive knowledge base on evaluations with all evaluations publicly accessible and searchable lessons learned, good practices, recommendations and summaries through **i-eval Discovery (ilo.org). Communication products** such as newsletters, think pieces, knowledge sharing platform and quick fact sheets also facilitates the use of evaluations. In 2015, an **Independent Thematic Evaluation of the ILO's Work in Post-Conflict, Fragile and Disaster-affected Countries: Past, Present and Future, was done.**

Knowledge products such as **Synthesis reviews and meta-studies** provide analyses on a variety of strategic topics that can feed into future strategies of the ILO. The i-eval IN-FOCUS Internal learning series provide is aimed to provide more granular learning on targeted topics based on key evaluation results and lessons learned from ILO operations. The 2020 issue **"ILO's response to the impact of the COVID-19 pandemic on workers and enterprises: What evaluative lessons can be drawn from the ILO's past response to an economic and financial crisis?"** looks at lessons that can be drawn from ILO's response to the 2007-08 global economic and financial crisis and its impact on the world of work.

Tool 5.21 – Policy: ILO Evaluation Policy, 2017

Tool 5.22 – Strategy: ILO Results Based Evaluation Strategy, 2018 - 2021

Tool 5.23 – Guidance Note: Joint evaluations, ILO, 2020

Tool 5.24 – Guidelines: Policy guidelines for results-based evaluation, 4th edition, ILO, 2020

Tool 2.10 – Handbook: How to Design, Monitor and Evaluate Peacebuilding Results in Jobs for Peace and Resilience Programmes, ILO, 2019

Tool 5.25 – Website: Global Network: ALNAP

Tool 5.26 – Webpage: i-eval Discovery (ilo.org)

Tool 5.27 – Webpage: ILO EVAL Communication products

Tool 5.28 – Report: Independent Thematic Evaluation of the ILO's Work in Post-Conflict, Fragile and Disaster-affected Countries: Past, Present and Future, ILO, 2015

Tool 5.29 – Report: Implications of COVID-19 on evaluations in the ILO: Practical tips on adapting to the situation , ILO, 2020

Tool 5.30 – Protocol: Protocol on collecting evaluative evidence on the ILO's COVID-19 response measures through project and programme evaluations, ILO, 2020

Tool 5.31 – Webpage: ILO EVAL Synthesis Reviews and Meta-Studies

Tool 5.32 – InFocus piece on ILO's response to the impact of the COVID-19 pandemic on workers and enterprises: What evaluative lessons can be drawn from the ILO's past response to an economic and financial crisis?, ILO, 2020

5.5. Coordination frameworks and partnerships for fragile, conflict and disaster situations

The very use of the term fragility reflects the growing complexity faced by the actors engaged in peacebuilding, humanitarian and development operations. With the increase in scale and scope of crises, and the recognition that local and national actors play a key role in the response, the number of stakeholders involved has grown exponentially and has led to a growing overlap of mandates. Recognizing the need for coordination and coherence, and the need to mainstream employment and decent work to achieve collective outcomes, this chapter introduces the most relevant existing coordination mechanisms with a focus on peacebuilding and humanitarian response to both sudden and slow-onset emergencies, as well as protracted crises.

5.5.1. At the global Level

The Humanitarian Programme Cycle

In sudden and slow-onset emergencies, as well as protracted crises, the Humanitarian Programme Cycle(HPC) guides the international response. The HPC programme provides a framework for the delivery of aid to meet the needs of affected people quickly, effectively and in a principled manner. This framework applies to all humanitarian crises. However, it encourages the flexible use of the process, timeline, tools and documents. The cycle consists of five elements coordinated in a seamless manner, with one step logically building on the previous and leading to the next. Successful implementation of the HPC is dependent on effective emergency preparedness, effective coordination with national/ local authorities and humanitarian actors, and information management. [60] The HPC elements are presented in the figure below:

60 Source: website of OCHA Services, Humanitarian Response

▶ **Figure 5.3. The Humanitarian Programme Cycle**

Emergency Relief Coordinator

The UN General Assembly resolution 46/182 of December 1991 created the position of Emergency Relief Coordinator (ERC) to provide high-level UN leadership to the humanitarian efforts of UN organizations in both complex emergencies and natural disasters. In addition to serving as the Under-Secretary-General for Humanitarian Affairs, the ERC serves as the executive head of the OCHA and is the most senior UN official dedicated to humanitarian affairs. The ERC reports directly to the United Nations Secretary-General and serves as the central focal point for governmental, intergovernmental and non-governmental relief activities. The ERC also heads the Inter-Agency Standing Committee (IASC).

Inter-Agency Standing Committee[61]

The IASC is the primary mechanism through which the ERC discharges his/her coordination functions. The IASC is a forum for key UN and non-UN agencies to create policy on humanitarian assistance, crisis response and reconstruction. The IASC was established in June 1992 in response to UN General Assembly resolution 46/182 on the strengthening of humanitarian assistance.

The IASC emergency directors support humanitarian operations by advising the ERC and the IASC principals – the heads of all IASC member agencies or their representatives – on operational issues of strategic concern, and by mobilizing agency resources to address operational challenges and gaps, in support of humanitarian coordinators and HCTs. Furthermore, the IASC has established an IASC Working Group that is composed of the directors of policy or equivalent of the IASC organizations and focuses on humanitarian policy. Although currently not a full member of the IASC, the ILO is active in its subsidiary bodies and at the sub-working-group level, for instance as part of Results Group 4 on Humanitarian-Development Collaboration.

61 IASC.

▶ Box 5.4. IASC Guidance on Collective Outcomes

A **collective outcome** is "a jointly envisioned result with the aim of addressing needs and reducing risks and vulnerabilities, requiring the combined effort of humanitarian, development and peace communities and other actors as appropriate".

Collective outcomes are based on a shared analysis and understanding of needs, and allow for humanitarian, development and peace actors to align their programming individually towards these outcomes over multiple years and in a way that brings out the comparative advantage of a diverse range of actors. As such, collective outcomes are envisaged as the main mechanism for closer humanitarian-development-peace collaboration.

In 2020, the IASC Results Group 4 on Humanitarian-Development Collaboration issued its ***Light Guidance on Collective Outcomes*** to support the HDP community in this work.

The guidance is primarily aimed at senior management across the humanitarian, development and peace community at country level, including UN Resident/Humanitarian Coordinators, UN and NGO agency heads and donor representatives among others. It may also be helpful for field staff in charge of implementing programmes.

The guidance provides a framework for operationalizing collective outcomes, which includes 8 steps:

1. Identifying triggers and understanding readiness: Determine the most promising entry points and triggers to start the HDPN approach around collective outcomes.
2. Convening stakeholders and getting organized: Identify and convene the right people and organizations to be "at the table", to ensure the process is inclusive and includes all relevant stakeholders.
3. Undertaking joint analysis: Conclude a joint analysis to identify and understand the drivers and root causes of protracted crises, risks and vulnerabilities and their humanitarian consequences, conflict drivers, fault lines and stakeholders.
4. Formulating collective outcomes: Agree on several specific, measurable, achievable, relevant and time-bound (SMART) collective outcomes that can be implemented over a 3 to 5-year time frame by actors demonstrating appropriate comparative advantage working in each of the three pillars.
5. Financing the collective outcomes: Identify financial resources to implement the collective outcomes that are adequate in quantity, duration and flexibility.
6. Implementing collective outcomes: Support implementation through the strengthening of coordination and information management at national and sub-national levels.
7. Monitoring progress and evaluating results: Establish a collective monitoring and evaluation process and capacity to measure progress of actions specified in the results framework and changes in the wider operating context.
8. Mainstreaming collective outcomes: Integrate collective outcomes into the cooperation framework and other appropriate plans whenever the situation allows for overlapping work across the three pillars.

Source: *Light Guidance on Collective Outcomes*, IASC Results Group 4 on Humanitarian-Development Collaboration, 2020.

Tool 5.33 – Guidelines: Light Guidance on Collective Outcomes, IASC Results Group 4 on Humanitarian-Development Collaboration, 2020.

▶ Table 5.1. Organizations that compose the Inter-Agency Standing Committee

UN	FAO, OCHA, OHCHR, UNDP, UNFPA, UNHABITAT, UNHCR, UNICEF, WFP, WHO, Special Rapporteur on the Human Rights of IDPs
NGO	International Council of Voluntary Agencies (ICVA), InterAction, Steering Committee for Humanitarian Response (SCHR)
RED CROSS/RED CRESCENT MOVEMENT	IFRC, ICRC
OTHER	IOM, World Bank

Notes: (i) The red coloured text denotes "standing invites". In IASC meetings/discussions, no distinction is made between members and standing invitees and each has equal say. (ii) ICRC and IFRC operate independently and cannot be tasked by the IACS directly

The New Way of Working and the Grand Bargain

The fact that humanitarian and development operations do not necessarily follow a sequential order, and that the cultural, operational and financial divide between the two needs to be bridged, was strongly emphasized at the 2016 World Humanitarian Summit (WHS). This has led to the elaboration of two important processes: the New Way of Working (NWW) and the Grand Bargain.

The New Way of Working

The NWW is based on a series of principles aimed at improving collaboration and coordination between humanitarian and development actors (especially UNCTs and HCTs), by:

- better sharing of information, aimed at producing joint assessments;
- performing joint programming and identifying collective outcomes in order to ensure complementarity, and avoid overlaps and gaps;
- aligning planning cycles and projects, for instance by making HRPs multi-annual rather than annual;
- coordinating resource mobilization for collective outcomes.

The Grand Bargain

The World Humanitarian Summit led to the conclusion of an agreement called the "Grand Bargain" between donors and aid organizations. As of September 2020, there are 63 signatories to this "bargain" (donors,[62] UN organizations,[63] and NGOs), including the ILO. The Grand Bargain requires that by 2020 aid organizations implement 51 commitments, aimed at improving the effectiveness and efficiency of humanitarian action, in exchange for increased and more flexible funding. These commitments include:

- increased transparency in the use of funds and regarding the results achieved,
- more support and funding tools for local and national responders,
- increased use and coordination of cash-based programming,
- reduced duplication and management costs,
- improved joint and impartial needs assessments,
- the inclusion of people receiving aid in making the decisions that affect their lives,
- increased collaborative multi-year planning of humanitarian action and funding,
- reduced earmarking of donor contributions,
- harmonized and simplified reporting requirements, and
- enhanced engagement between humanitarian and development actors.

Tool 5.34 - Website: The Grand Bargain

62 Australia, Belgium, Bulgaria, Canada, Czech Republic, Denmark, Estonia, EU, Germany, Finland, France, Ireland, Italy, Japan, Luxemburg, New Zealand, Norway, Slovenia, Spain, Sweden, Switzerland, The Netherlands, the United Kingdom, the United States.

63 FAO, UNDP, UNHCR, WFP, UNFPA, UNICEF, UNWRA, UN Women, OCHA, IOM, WHO, ILO, World Bank

UN Office for the Coordination of Humanitarian Affairs (OCHA)

The OCHA is the department of the UN Secretariat responsible for supporting the Emergency Relief Coordinator (ERC) at the global level and resident coordinators and humanitarian coordinators at the country level. Specifically, it focuses on mobilizing and coordinating effective and principled humanitarian action in response to emergencies, in partnership with national and international actors; advocating for the rights of people in need; promoting preparedness and prevention; and facilitating sustainable solutions. It does this through five core areas of work: coordination, humanitarian financing, policy development, advocacy and information management.

The Peacebuilding Architecture

The 2020 Review of the UN Peacebuilding Architecture took stock of progress and looked to the future, with a view to further improving the work of the UN on peacebuilding. The emphasis was on implementation at the field level, taking into account the ongoing reform of the United Nations. The entire UN system was engaged in preparing the Secretary-General's Report (see Figure 5.13 below), led by a core group of UN entities (DPPA/PBSO, DPPA/PMD, DPO/DPET, DPO/OROLSI, DCO, OHCHR, UNDP, UN Women), with wide-ranging consultation throughout the system (also with the involvement of Peacebuilding Contact Group and Peacebuilding Strategy Group).[64]

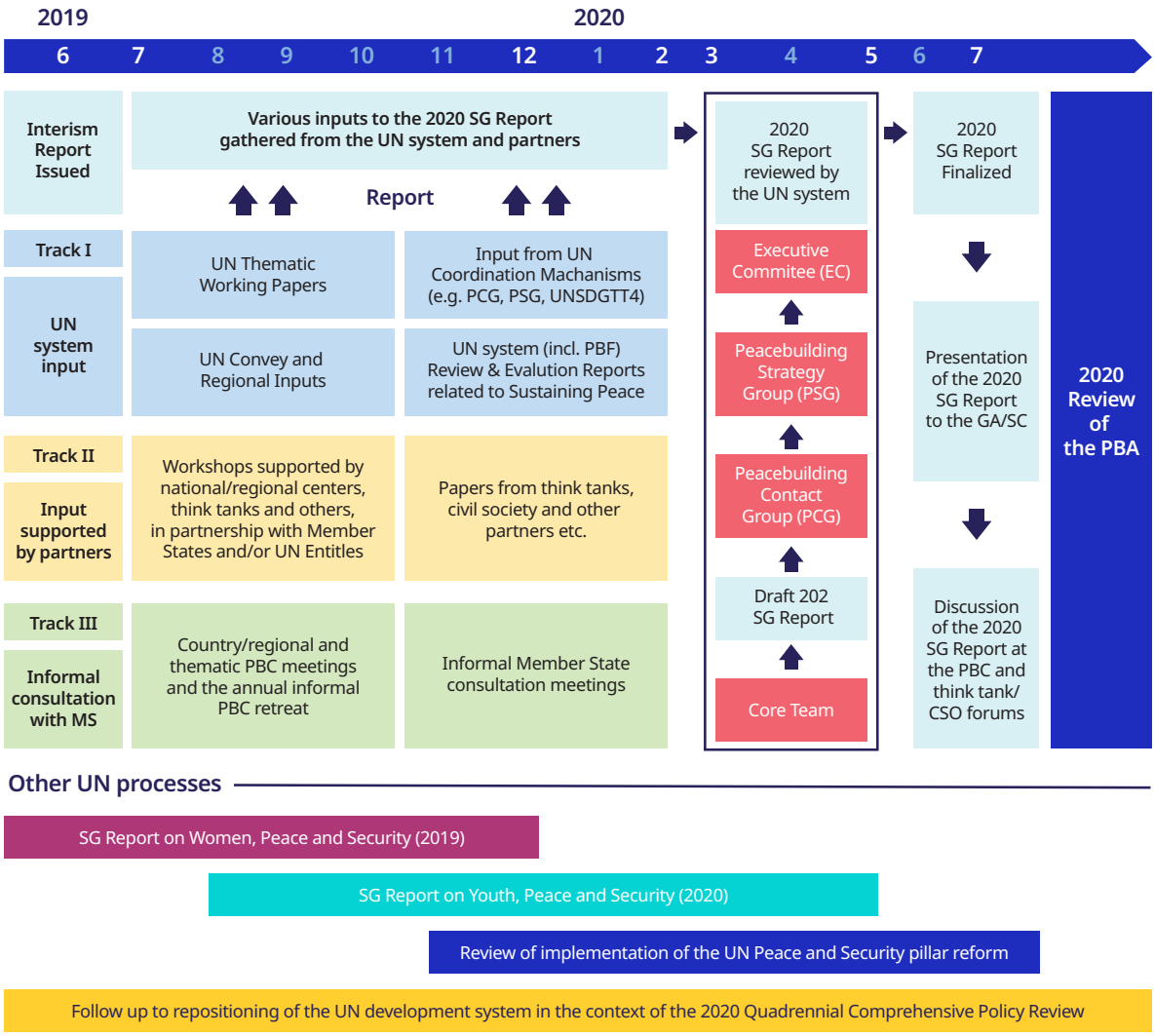
▶ Box 5.5. The foundation of the UN humanitarian system

UN General Assembly resolution 46/182 (1991) reaffirms the State's primary responsibility to provide assistance and protection and also sets the framework for the coordination and delivery of UN-led international humanitarian action. The resolution created the position of the ERC, the IASC, and the Central Emergency Revolving Fund (which in 2005 became the Central Emergency Response Fund - CERF) and established 12 guiding principles for humanitarian assistance, including that humanitarian action must be provided in accordance with the principles of humanity, neutrality and impartiality. The resolution also defines the role of the RC in coordinating humanitarian action at the country level; facilitating preparedness; assisting in the transition from relief to development; and supporting the ERC on matters relating to humanitarian assistance.

Source: IASC: Introduction to humanitarian action – A brief guide for resident coordinators, 2016.

64 For further information, United Nations, 2020 Review of the UN Peacebuilding Architecture

▶ **Figure 5.4. Secretary-General's Report on Peacebuilding and Sustaining Peace (2020)**



Integrated peacebuilding missions

Integration is the guiding principle for the design and implementation of complex UN operations in post-conflict situations and for linking the different dimensions of peacebuilding (the political, developmental, humanitarian, human-rights, rule-of-law, social and security aspects) into a coherent support strategy.

An integrated mission is based on a common strategic plan and a shared understanding of the priorities and types of programme interventions that need to be undertaken at various stages of the recovery process. Through this integrated process, the UN system seeks to maximize its contribution to countries emerging from conflict by engaging its different capabilities in a coherent and mutually supportive manner.

Integration is seen as a modus operandi, whereby several instruments and mechanisms (as outlined in the tools below) can be employed as best adapted to any specific context. In the context of integrated missions, the resident coordinator finds himself/herself "triple-hatted", combining the position of deputy special representative of the Steering Group responsible for the humanitarian/development pillar, and acting as UN resident coordinator and humanitarian coordinator.

Cluster approach to structuring humanitarian–development cooperation at the global level

In 2005, the IASC introduced a cluster approach, with the aim of ensuring sufficient global capacity, predictable leadership, strengthened accountability and improved strategic field-level coordination, partnership and prioritization.

A cluster is a sectoral or issue-focused group comprised of UN agencies, NGOs and other stakeholders, such as the Red Cross/Red Crescent Movement. In each cluster, partner organizations work towards agreed common humanitarian objectives at the global level (preparedness, standards, tools, stockpiles and capacity-building) and at the country level (assessment, planning, delivery and monitoring).

A designated agency leads each cluster. For example, the UNDP leads the Global Cluster on Early Recovery (GCER). Livelihoods is a component of the Food Security and Livelihood Cluster, led by the FAO and the World Food Programme (WFP). Currently the ILO does not have a cluster lead function however it does lead the livelihoods sub-cluster in some countries.

Clusters are not formed in every instance, and their activation is subject to strict criteria:

- Response and coordination gaps exist due to a sharp deterioration or significant change in the humanitarian situation.
- Existing national response or coordination capacity is unable to meet needs in a manner that respects humanitarian principles, due to the scale of need, the number of actors involved, the need for a more complex multi-sectoral approach, or other constraints on the ability to respond or apply humanitarian principles.

Inter-cluster coordination at the national and sub-national level is assured by the Inter-Cluster Coordination Group (ICCG), to coordinate the implementation of the response through each step of the HPC. Inter-cluster coordination plays a critical role in facilitating the development of the strategic response plan and assures a coherent and coordinated approach to planning and operationalizing the shared strategic objectives as set out in the strategic response plan.

The Steering Group's report to the 2016 World Humanitarian Summit questioned the cluster approach's relevance, proposing the new idea of basing inter-agency collaborations on collective outcomes.

Global Cluster on Early Recovery

Since 2005, the IASC has established eleven global clusters, including the GCER, which is a group of 31 UN and non-UN global partners from the humanitarian and development communities, with the UNDP as cluster lead. The GCER is tasked with identifying gaps, and developing and furnishing the tools, resources, training and support required by field-based agencies to effectively plan and implement early recovery. The ILO's Local Economic Recovery Guidelines are one of the deliverables of the GCER, focusing on the domain of livelihood recovery, and respond to a recognized need for more effective and coordinated programming in this area.

The GCER can provide advisory support to the humanitarian coordinator, and thereby the humanitarian community, by deploying an early recovery advisor. Furthermore, the GCER is responsible for supporting the coordination of early recovery activities through cluster coordination. This function is activated in countries where specific early recovery needs are not covered by the existing (or activated) clusters. The humanitarian country team (explained in the "At country level" section below) will decide on the need for such a cluster and choose an appropriate name to reflect the thematic issue it covers. Previous examples are the Return, Reintegration, and Recovery Cluster, dealing with displacement solutions in Sudan, and the Community Restoration Cluster, in Pakistan.

Following a 2018 evaluation of the GCER, commissioned by the UNDP, its effectiveness as a stand-alone tool to support early recovery and mainstream long-term, development-oriented solutions to humanitarian crises has been called into question. Recommendations range from a substantial revision of the Cluster to its closure in favour of a lighter and more horizontal mechanism.

Global Food Security Cluster[65]

Co-led by the WFP and the FAO, the global Food Security Cluster (gFSC) is committed to saving lives through the coordination of appropriate, efficient and well-resourced food security responses in major emergencies.

The gFSC was established in 2010 and has over 40 partners,[66] including NGOs, donors and UN agencies – with the International Committee of the Red Cross as an observer. It provides support to 27 countries.

A Strategic Advisory Group comprised of members of the co-lead agencies and NGOs governs the work of the global cluster, which is largely focused on ensuring that country-level operations are well staffed and equipped to respond to food security crises.

65 For Further information: WFP, Food security cluster

66 For countries involved, see: WFP, Food security cluster, countries.

The gFSC team is on call to provide immediate surge support in the event of a humanitarian crisis, as well as regular assistance as needed at the country level.

Global Cluster on Protection – Child Protection Area of Responsibility[67]

The Child Protection Area of Responsibility (CPAOR, previously Child Protection Working Group) is the global level forum for coordination and collaboration on child protection in humanitarian settings. The group brings together NGOs, UN agencies, academics and other partners under the shared objective of ensuring more predictable, accountable and effective child protection responses in emergencies. UNICEF leads the CPAOR.

The ILO has chosen to focus its efforts on mainstreaming child labour issues into the work of the CPAOR, which envisions a world in which, in emergencies, children are protected from abuse, neglect, exploitation and violence. The ILO became a member in 2010 and actively contributed to the development of the Minimum Standards for Child Protection in Humanitarian Action. More specifically, the ILO worked to develop Worst Forms of Labour Convention, 1999 (No. 182). Child labour in emergencies is now recognized as a child protection concern and the CPAOR and its members are being held accountable.

5.5.2. At the country level

United Nations Country Team

The United Nations Country Team (UNCT) encompasses all the entities of the UN system that carry out operational activities for development, emergency, recovery and transition in programme countries.

The UNCT ensures inter-agency coordination and decision-making at the country level. Its main purpose is enable individual agencies to plan and work together, as part of the resident coordinator system, to ensure the delivery of tangible results in support of the development agenda of the government concerned. In the spirit of humanitarian reform, some humanitarian coordinators have established IASC humanitarian country teams as a matter of policy and as coordination forums to facilitate cooperation between the UN and non-UN humanitarian groups in a country. As far as possible, an IASC country team mirrors the IASC structure at headquarters.

Humanitarian country team

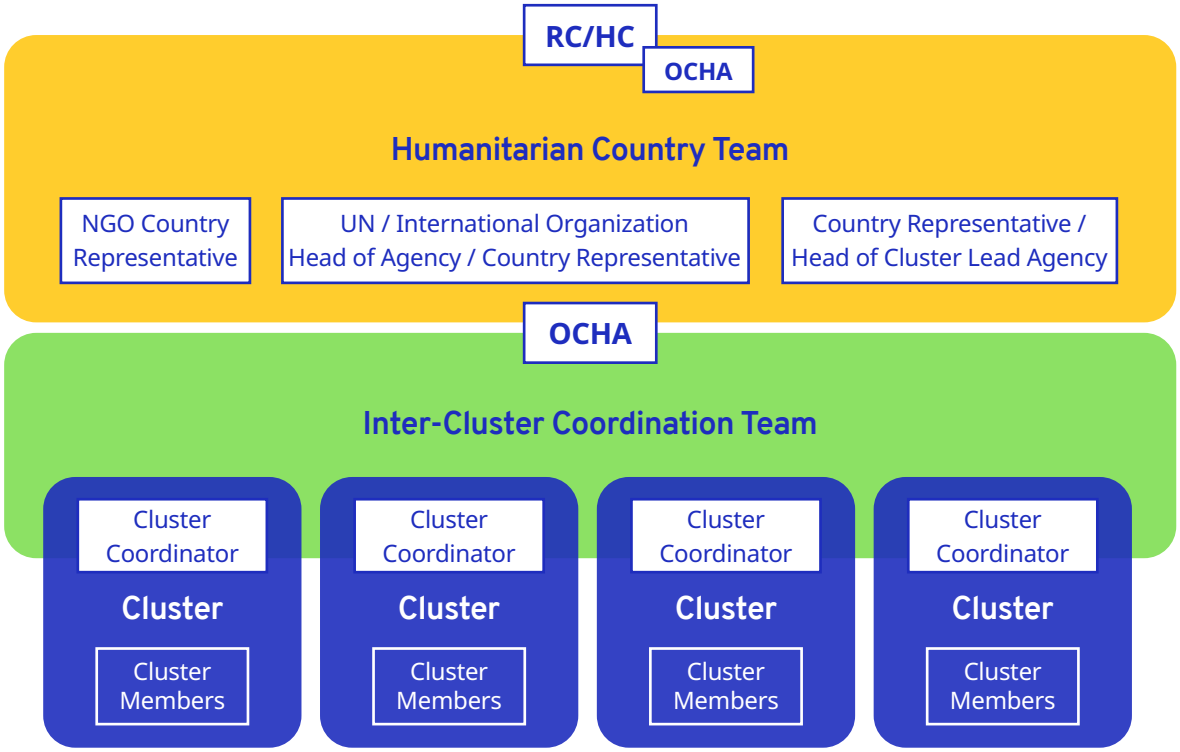
A humanitarian country team (HCT) is a strategic and operational decision-making and oversight forum established and led by a country's humanitarian coordinator. In composition, a HCT includes representatives of the UN, the International Organization for Migration, international NGOs, and the Red Cross/Red Crescent Movement. Agencies that are also designated as cluster leads should represent the clusters concerned, as well as their respective organizations. The HCT is responsible for agreeing on common strategic issues related to humanitarian action.

The HCT, under the leadership of the humanitarian coordinator is the centrepiece of the humanitarian coordination architecture. A well-functioning HCT that is effective and efficient, and contributes to longer-term recovery, will alleviate human suffering and protect the lives, livelihoods and dignity of populations in need. Guidelines relating to HCT are available to provide guidance that can be tailored to specific country situations, as necessary, and includes:

- the establishment and disestablishment of an HCT,
- its responsibilities, such as agreeing on common strategic issues, agreeing on common policies and promoting adherence,
- the composition of the HCT,
- the chairmanship of the HCT,
- its modus operandi, and
- its interface with other in-country coordination mechanisms.

67 For more information: CPAOR website.

▶ **Figure 5.5. Humanitarian Country Team**



UN resident/humanitarian coordinator

In non-crisis settings, the UNCT is headed by a resident coordinator (RC). The RC system encompasses all organizations of the UN agencies, regardless of their formal presence in the country. RCs lead UNCTs in more than 130 countries and are the designated representatives of the Steering Group for development operations. Working closely with national governments, RCs and country teams advocate for the interests and mandates of the UN system while drawing on the support and guidance of the entire UN family.

In a humanitarian crisis, the ERC, in consultation with the IASC, will choose a senior official to be the humanitarian coordinator (HC) for the country concerned. In most circumstances, the person holding the RC position will also be designated as the HC. Where this is the case, she/he is simply referred to as the "HC/RC".

As the most senior UN humanitarian official on the ground in a designated emergency, the HC reports to the ERC and is responsible for ensuring rapid, effective and well-coordinated humanitarian assistance. In most cases, the HC is supported by a local OCHA office.

The HC[68] is responsible for assessing whether or not an international response to a crisis is warranted and for ensuring that the humanitarian response efforts, if needed, are well-organized. The HC is accountable to the ERC. The HC leads his/her HCT in deciding the most appropriate coordination solutions for their country, taking into account the local situation. Agreement must be reached on which clusters to establish, and which organizations are to lead them.

The HC (with support from the ERA) functions as:

- a catalyst for cross-sector early recovery integration,
- an advocate for the incorporation of early-recovery-related approaches/activities in other clusters, and
- communication facilitator between development and humanitarian actors.

In crisis situations, the UNCT –under the leadership of the HC/RC – decides which clusters to activate. Together, they also launch the system-wide humanitarian appeals process.

The ILO's country director, as a member of the UNCT, is responsible for informing the HC/RC about the ILO's intentions. In countries where there is no ILO permanent office, the Regional Office should ensure an ILO presence on the UNCT. This allows for full

68 For further information: OCHA Services, Humanitarian Response, Who does what?

participation in the planning and appeal process within the context of early recovery and reconstruction activities, and ensures that employment and livelihood are mainstreamed in the overall crisis response.

The cluster/sector system at the country level[69]

The global cluster lead agencies provide the following types of support to strengthen field response:

- technical surge capacity,
- trained experts to lead cluster coordination at the field level,
- increased stockpiles, some pre-positioned within regions,
- standardized technical tools, including tools for information management,
- agreement on common methods and formats for needs assessments, monitoring and benchmarking, and
- best practices and lessons learned from field-tests

The designated cluster lead agency leads and manages the cluster. Where possible, it does so in co-leadership with government bodies and NGOs. At country level, heads of cluster lead agencies are accountable to the HC, for:

- ensuring that coordination mechanisms are established and properly supported,
- serving as a first point of call for the government and the HC,
- acting as a provider of last resort in their respective sectors.

Cluster coordinators are responsible for ensuring that cluster-specific concerns and challenges that cannot be solved within the cluster are raised and properly discussed by the HCT, and that ensuing strategic decisions are shared and acted upon at operational level.

Cluster members should adhere to the minimum commitments that all local, national or international organizations have made. These include:

- a common commitment to humanitarian principles and the Principles of Partnership,
- a commitment to mainstream protection in programme delivery,
- readiness to participate in actions that specifically improve accountability to affected populations,
- an understanding of the duties and responsibilities associated with membership of a cluster and commitment to consistently engage in the cluster's collective work, as well as the cluster's plan and activities,
- a commitment to ensure optimal use of resources, and to share information on organizational resources
- a commitment to mainstream key programmatic cross-cutting issues,
- willingness to take on leadership responsibilities as needed and as capacity and mandates allow
- willingness to contribute to developing and disseminating advocacy and messaging for relevant audiences,
- a commitment to ensure that the cluster provides interpretation services, so that all cluster partners are able to participate.

UN transition strategies

The UN uses the unofficial term "UN transition strategy" to refer to its strategic response in a post-conflict or post-disaster setting (in some post-disaster contexts, the transition strategy may be called a "recovery strategy").

The UN transition strategy concept is a country-level innovation. It fills a gap in UN planning tools when humanitarian action is inadequate to address all needs but the time is not yet ripe to incorporate long-term objectives in development-oriented planning frameworks, such as a government's poverty reduction strategy or the United Nations Sustainable Development Cooperation Framework (UNSDCF).

A transition strategy outlines how the UN system will support national recovery and the (re)establishment of critical national capacities as a foundation for longer-term development and the attainment of national development targets. In this way, a transition strategy includes many of the components of the UNSDCF process, although it will have a more limited timeframe: from 18 to 24 months, rather than the normal 5-year UNSDCF planning timeframe. Transition strategies aim to strike a balance between responding to immediate needs and supporting greater national leadership and ownership of recovery and reconstruction processes. In post-conflict situations, the transition strategy will focus almost exclusively on peacebuilding objectives.

69 For further information: OCHA Services, Humanitarian Response, Who does what?

▶ Box 5.6. UN comprehensive strategy to support the Government of Mozambique in addressing the situation in Cabo Delgado

In Mozambique, terrorist attacks have grown in scale and scope over the years, resulting in killings, rapes and abductions, as well as significant destruction of public, private and civilian infrastructure. By January 2021, the armed violence had reportedly claimed over 2,500 lives (including more than 1,300 civilians) in over 700 incidents and had forced more than 565,000 people to flee their homes and seek refuge in other parts of the province or in the neighbouring provinces of Niassa and Nampula. Against this backdrop of escalating violence in Cabo Delgado, in 2021 the United Nations Agencies, Funds & Programmes (including the ILO), under the leadership of the UN Resident Coordinator (RC), jointly developed a comprehensive strategy to support the Government of Mozambique's (GoM) efforts to address the situation in Cabo Delgado. It outlines possible interventions in the provinces of Cabo Delgado, Nampula and Niassa, whereby the UN will provide the necessary support, taking into account existing UN support structures, capabilities, gaps and comparative advantage. The RC will lead the effort to address the root causes of the crisis, in conjunction with a separate, principled humanitarian response implemented and coordinated through existing IASC structures. This strategy is intended to be a dynamic and evolving approach that draws on the collective strength of the UN family, and focuses on the most vulnerable, leaving no one behind. It reflects actions and activities already in progress, as well as new initiatives. The strategy aims to address conditions conducive to violent extremism (preventive lens). It is being used as reference for the UN contribution to the ongoing Resilience and Peacebuilding Assessment (RPBA) jointly conducted by the UN, the World Bank, the EU and the Africa Development Bank, at the request of the GoM. The objective of the RPBA is to support the GoM in the development of its strategy to address the situation in the North.

Analysis of the drivers of conflict in Cabo Delgado, and the response deployed thus far, reveals an urgent need to give due consideration to the strong Humanitarian-Development-Peace Nexus. This principle, accompanied by an integrated effort and the whole UN approach in the implementation of the strategy, is best suited to address the root causes of the crisis and to prevent further escalation.

The strategy includes activities under five work streams, including principled humanitarian response; socio-economic sustainable development and recovery, resilience and peacebuilding; counterterrorism, PVE/CVE, and transnational organized crime; human rights, rule of law and accountability; regional coordination; and peace agreement implementation.

5.6. Thematic networks to facilitate the ILO's response

5.6.1. UN Inter-Agency Working Group on Disarmament, Demobilization and Reintegration

The Inter-Agency Working Group on Disarmament, Demobilization and Reintegration (IAWG-DDR) was established by the UN Executive Committee on Peace and Security (ECPS) in 2005 and is co-chaired by the Department of Peace Operations (DPO) and the UNDP. It currently comprises 20 UN member entities, including the ILO. It exists to:

- provide strategic advice on DDR to the UN system,
- maintain and review the developed set of UN guidance on DDR,
- advise on training needs, policies and strategies,
- develop and manage the UN DDR Resource Centre, and
- facilitate the planning of DDR operations with relevant UN agencies.

The IAWG has developed the Integrated Disarmament, Demobilization and Reintegration Standards (IDDRS) – a set of policies, guidelines and procedures covering 24 areas of DDR. The IDDRS consolidate policy guidance and best practices on DDR, providing a UN-wide, integrated approach to planning and implementing DDR processes. The ILO participated in drafting the standards, which were developed by UN DDR practitioners at headquarters and country level.

5.6.2. Common Framework for Preparedness

The Common Framework is a joint initiative of the IASC, the International Strategy for Disaster Reduction and the UN Development Group. It supports the development of preparedness capacity using a systematic country-level approach that assesses capacity and need, uses this assessment to develop joint programmes and plans, and implements these programmes and plans to strengthen preparedness.

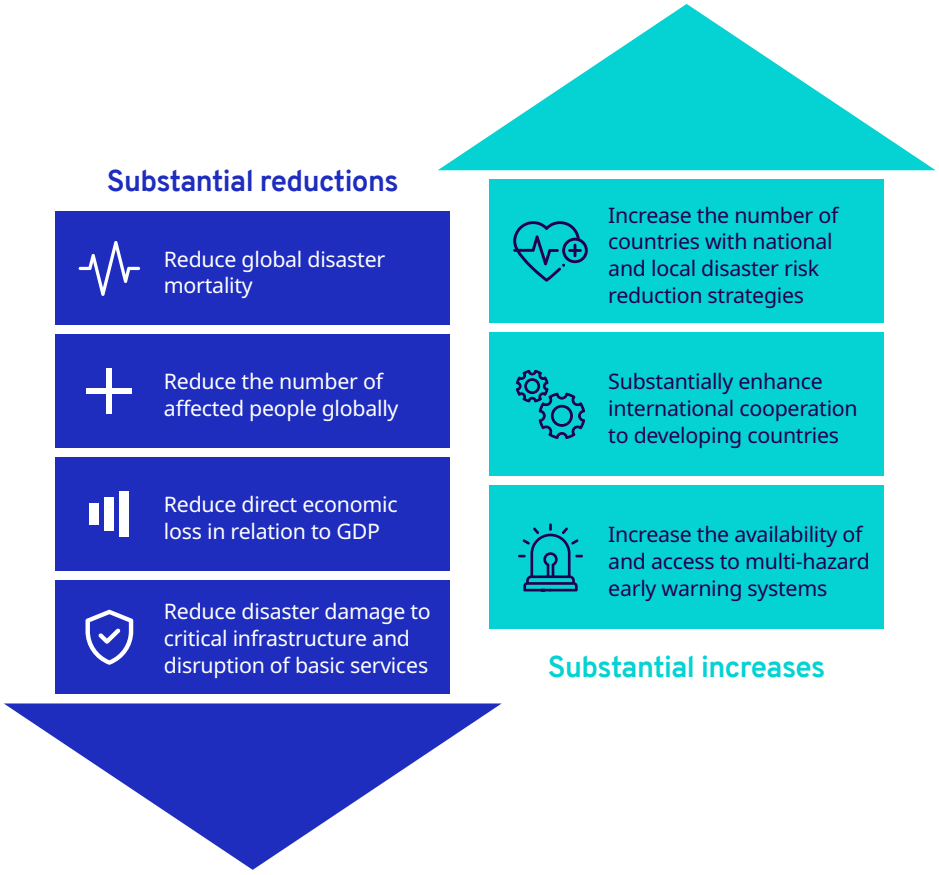
5.6.3. UN Office for Disaster Risk Reduction

The UN Office for Disaster Risk Reduction (UNDRR, formerly UNISDR)[70] is the United Nations focal point for DRR. The UNDRR oversees the implementation of the Sendai Framework for Disaster Risk Reduction 2015–30, supporting the countries concerned, and monitors and shares what works in reducing existing risks and preventing the occurrence of new risks.

Humanitarian-development-peace collaboration offers new opportunities for the planning and financing of aid efforts and may influence disaster resilience, as recommended by Priority 4 of the Sendai Framework for Disaster Risk Reduction,[71] which highlights the need to "link … relief, rehabilitation and development, [and to] use opportunities during the recovery phase to develop capacities that reduce disaster risk in the short, medium and long term".

70 For further information: UNDRR website
71 For further information: UNDRR, Sendai Framework for Disaster Risk Reduction 2015-2030, 2015

▶ **Figure 5.6. The Sendai Framework**



5.6.4. The International Recovery Platform

The International Recovery Platform (IRP) is an international mechanism for sharing experience and lessons associated with the build-back-better principle. The IRP does not directly implement project activities. Rather, it functions as a platform for interested partners to periodically meet to exchange experience and ideas that will promote best practice in recovery work, as well as capacity-building.[72]

A preliminary operational guide on durable solutions to displacement

In 2011, the Steering Group adopted a Decision on Durable Solutions and an accompanying Preliminary Framework on Ending Displacement in the Aftermath of Conflict. This affirms the primary role of the state in facilitating durable solutions for displacement. On the international side, it gives regional/humanitarian coordinators responsibility for leading the process of finding durable solutions and developing strategies for IDPs and returning refugees, determining the most appropriate approach through consultation with national authorities and partners.

5.6.5. Solutions Alliance and DCED

The Solutions Alliance was launched in April 2014 to advance a partnership-oriented approach to addressing protracted displacement situations and preventing new displacement situations from becoming protracted. There are now nearly 60 million refugees and IDPs worldwide. The Solutions Alliance is a platform that enables development and humanitarian actors to work together – for the benefit of displaced persons and host communities – to find solutions to protracted displacement and to completely rethink the way in which we respond to this problem. An inclusive forum, the Solutions Alliance brings together donor and host governments, UN agencies (including the ILO), multilateral financial institutions, civil society organizations, international NGOs, the private sector, and academia. The Solutions Alliance has a board of five members (Danish Ministry of Foreign Affairs, Ministry of Foreign Affairs of Turkey, the IRC, the UNHCR, and the UNDP).

72 For further information: International Recovery Platform, website

Recognizing the key role the private sector plays in turning displacement challenges into development opportunities, the Solutions Alliance explores ways of better engaging with the private sector. Displacement is a humanitarian and human-rights challenge, but development-led approaches to displacement are critical to strengthening resilience and the longer-term sustainability of the efforts being made. In June 2014, the Alliance therefore created the thematic group 'Engaging the Private Sector in Finding Solutions for Displacement. As per the work plan, the purpose of the group is to explore ways of engaging with local SMEs, as well as international companies, to harness their contribution to development challenges, through:

1. knowledge-building: guidance/experience/ good practices, consolidated into one or more publications;
2. partnership-building: model(s) established and key partnerships built with the private sector;
3. field pilot implementation: jobs and livelihoods opportunities for displaced persons and communities, as well as service provision, enhanced through engagement with the private sector.

Donors' Committee for Enterprise Development

The Donors' Committee for Enterprise Development (DCED) is a forum for learning about the most effective ways of creating economic opportunities for the poor, based on practical experience in private sector development.It has 24 member agencies representing the donor community and UN agencies. The ILO is a member and promotes the DCED standards in its relevant projects and programmes. By providing the poor with the capacity to find jobs and improve their incomes, private sector development lays the foundation for their exit from charity. Together with its partners, the ILO formed the Working Group on Private Sector Development in Conflict-Affected Environments in June 2008.

Tool 5.35 – Guidance Note: Procedure and Tools for Evaluability, June 2020 V.2 (V.1 – 2013), ILO

The overall objective of the Working Group is to highlight the need to promote private-sector development right at the beginning of the post-conflict reconstruction process, and to demonstrate its value across all aspects of peacebuilding and development. In addition, the Working Group aims to make programmes more effective by developing tools and guidelines for programme design, implementation and results measurement, and by ensuring that practitioners are adequately trained for carrying out private-sector development in a conflict-affected context.

5.6.6. Fragile-to-fragile and triangular cooperation in fragile settings

Fragile to fragile (F2F), South-South and triangular cooperation is a partnership of equals, involving the exchange of expertise derived from development initiatives implemented in southern countries that have proved to be effective. Within the framework of the g7+, the ILO intends to expand and reinforce exchanges between countries, and facilitate peer learning among the g7+ Member States and between other developing and least developed states in fragile situations. The aim is to provide governments of other states in fragile situations with sustainable decent-work solutions that have already been successfully implemented elsewhere. G7+ countries also support the ILO's Jobs for Peace and Resilience Flagship Programme, by launching fragile-to-fragile cooperation initiatives and experience-sharing platforms for Syrian refugees and host countries in the Middle East, and by providing input to several Turin Centre academies.

The ILO's South–South and Triangular Cooperation Strategy was endorsed by the Governing Body in 2012, and the ILO has published a Guide on SSTC and Decent Work, explaining and how to put the strategy into practice in development cooperation. South–South and triangular cooperation initiatives may take the form of study tours or knowledge-sharing platforms, with the purpose of sharing resources and technology, and facilitating the transfer of knowledge and experience in developing skills and capabilities.

In March 2018, the Governing Body endorsed a paper entitled "ILO South–South and triangular cooperation and decent work: Recent developments and future steps", which reports on the implementation of the SSTC strategy adopted in March 2012, and proposes future steps to expand the ILO's involvement in SSTC, one of which is to contribute to the fragile-to-fragile cooperation initiative (F2F cooperation).

Tool 5.36 – Working Paper: Fragile-to-Fragile Cooperation and Decent Work – an ILO perspective, ILO/PARDEV, 2015

▶ Box 5.7. South-South and triangular cooperation in fragile situations: Fragile-to-fragile cooperation

The ILO has long supported the socio-economic development of states in fragile situations through its Fragile-to-Fragile (F2F) Development Cooperation modality, within the framework of South-South and triangular cooperation (SSTC). The F2F modality consists in promoting mutual support among fragile countries through exchange programmes and resource mobilization. Within the Programme and Budget 2018–19, the ILO SSTC work stream has been applying the F2F modality to various SSTC projects at both regional and global level.

In Africa, the ILO implemented a project entitled "Establishment of an effective information system on labour markets in fragile states: Sharing of experience between Central African Republic, Democratic Republic of Congo, Republic of the Congo, and Mali". This project addressed the weaknesses in the labour-market-analysis systems of the CAR, the DRC, and the Republic of the Congo by organizing a study tour to an employment observatory in Mali. The aim was to strengthen the capacities of these countries and provide them with the tools to set up their own employment observatories, especially in the context of crises. This project also supports inter-regional cooperation in the context of the Economic Community of West African States (ECOWAS) and the Economic Community of Central African States (ECCAS).

Another inter-regional F2F initiative in Africa is the project "Enhancing Sierra Leone women entrepreneurs' empowerment and resilience in cross-border trade within the Mano River Union (MRU) through learning and experience sharing from the East African Community (EAC)". As part of this project, a study tour of the EAC Secretariat in Tanzania and the Namanga One Stop Border Post was organized for MRU officials and women cross-border traders. Participants were able benefit from the experience acquired by EAC women entrepreneurs in managing cross-border trade, and to initiate networking between women cross-border traders in both regional economic communities.

In tackling the employment challenges stemming from the Syrian crisis, the ILO implemented the project "Promoting a decent work approach to crisis response and recovery: A South-South and Triangular Cooperation (SSTC) initiative between Lebanon, Jordan, Turkey and Iraq". There are three components to this SSTC project: (1) a study tour to visit various project sites in Turkey, for example the first women-only centre, which functions as a one-stop shop for Syrian refugee and host community women; (2) a second study tour to Jordan to learn from Jordanian experience in crisis response; and (3) a regional workshop that enabled participants to further discuss achievements and lessons learned and exchange experiences on the promotion of decent work in the crisis response context.

Disaster-affected environments are often characterized by instability, insecurity, and poverty. It is therefore necessary to equip countries which are vulnerable to climate change with knowledge and capacity to adapt and react in the case of natural disasters. Against this backdrop, in November 2018 the ILO organized a peer learning seminar on a just transition and climate resilience in Samoa involving Pacific Island Countries (PICs). The aim of this seminar was to strengthen the capacity of eleven ILO Member States in the Pacific in resilience to climate change and disasters by providing tools for disaster preparedness, identifying business opportunities for preventing disasters in the local public sector, and promoting green entrepreneurship in areas related to climate resilience.

At the global level, in June 2018 the ILO, in collaboration with the International Training Centre (ITC) in Turin, organized a Disaster Risk Reduction and Sustainable Local Development Training Course, a capacity-building and knowledge-exchange workshop designed for local development policymakers from the Global South. The focus was on local development issues, with special emphasis on disaster risk reduction and South-South and triangular cooperation.

Source: http://www.southsouthpoint.net/2019/02/08/south-south-and-triangular-cooperation-decent-work-good-practices-on-the-road-to-bapa40-and-beyond-ilo-2018/

5.7. Working in partnerships

When working in fragile, conflict and disaster situations, it is vitally important to cooperate with UN agencies and other relevant national and international actors in order to promote employment and decent work in programming design.

Through the 2030 Agenda on Sustainable Development, Member States have stressed the "important role and comparative advantage of an adequately resourced, relevant, coherent, efficient and effective United Nations system in supporting the achievement of the SDGs". The need for greater coherence has also been highlighted by Member States at various intergovernmental fora, including through the ECOSOC dialogue on the long-term positioning of the UN Development System (UNDS), which started in 2014. The UN "Delivering as One" reform initiative calls on UN agencies to increase the effectiveness of their operations by working together in a more coordinated and coherent way.

At the country level, the ILO is part of the UN Country Team and operates under the leadership of the resident coordinator. The ILO coordinates its work with the tripartite constituents – government institutions and employer and business membership and workers' organizations – and seeks to establish synergies with national NGOs, associations of crisis-affected groups and other concerned citizens, the media, social institutions, academic institutions and private firms. The ILO will align its interventions with the DWCP framework, where it exists, and the wider UNDAF and UNCT strategies.

The following are some of the partnership arrangements that the ILO has entered into at the global level in order to respond to crises in a coherent and integrated manner:

▶ **Table 5.2. Global ILO partnerships**

Partnership	Partnership rationale	Goals	Examples of activities
g7+	New Deal for involvement in fragile states and improvement of work within fragile state institutions	Cooperation on labour standards, social protection, social dialogue, job creation	Fragile-to-fragile cooperation
International Federation of the Red Cross (IFRC)	MoU between the ILO and the IFRC signed on 12 November 2015	Combine IFRC's relief expertise and field presence with ILO's development expertise	▶ Promote livelihoods and decent work in fragile and conflict settings ▶ Strengthen the capacities of Red Cross and Red Crescent societies dealing with issue of economic security and human dignity.
SPARK	Implementing joint initiatives and activities which lead to decent work for conflict-affected groups and populations	a. The support of aspirant and existing entrepreneurs in conflict-affected environments. b. Knowledge-sharing, learning and innovation related to business-support and employability activities. c. The promotion of decent work and quality jobs, as well as advocacy in removing barriers to doing business.	Participation in SPARK´s yearly IGNITE conferences
UNHCR	MoU between the ILO and UNHCR dating from 1983, revised in 2016 in the light of the growing refugee emergencies.	Improved international protection, assistance and ILO-UNHCR coordination through the 2017 joint action plan.	Partnership for the socio-economic reintegration of refugees, returnees and IDPs, promoting sustainable livelihoods for refugees, returnees and IDPs, as well as durable solutions for displacement

Partnership	Partnership rationale	Goals	Examples of activities
UNDP	In 2020, a Global Framework for Action was signed between the ILO and the UNDP which identifies seven priority areas and the expected results of the joint action.	Ensure that coherent recovery programmes are developed to rebuild disaster-resilient, socio-economically viable communities. Where possible, the ILO and UNDP have agreed to joint planning, evaluation and backstopping missions.	Create synergies and develop joint proposals and programmes in the Humanitarian–Development-Peace Nexus.
World Bank	In 2016, the ILO and the WB adopted a new legal framework agreement that facilitates the provision of ILO's expertise to WB-funded projects.	Use demand-driven approaches to support livelihoods after armed conflicts.	Generate livelihoods in conflict-affected areas to improve self-esteem and self-reliance and boost the local economy. This, in turn, promotes peace, stability and development.
Global Facility for DRR	The ILO has developed a key partnership with the World Bank's GFDRR. Established in 2006, the GFDRR is a global partnership that helps developing countries better understand and reduce their vulnerabilities to natural hazards and adapt to climate change.	The GFDRR is part of a longer-term partnership under the ISDR system to reduce disaster losses by mainstreaming disaster-risk reduction in development. It focuses particularly on upstream country strategies and processes, aiming to achieve the principal goals of the Sendai Framework for Disaster Risk Reduction.	Working with over 400 local, national, regional, and international partners, the GFDRR provides grant financing, technical assistance and training, and runs knowledge-sharing activities, to mainstream disaster and climate-risk management in policies and strategies.
Food and Agriculture Organization (FAO)	The ILO signed a MoU with the FAO in 2004. A framework for action between the ILO and FAO is currently being drafted and will be available from the middle of 2021 onwards.	To help the most vulnerable crisis victims through joint needs evaluations and projects to promote livelihoods in urban and rural areas. This reinforces the link between agricultural activities and income generation, while reducing dependence on food aid as soon as possible after a crisis.	Demand-driven consultation between technical units, consultation on flagship publications, coordinated country needs assessments, collaboration to achieve the SDGs; joint collaboration with regional and sub-regional institutions formulating development policies; joint fund-raising activities for joint action; joint implementation of technical cooperation activities.
UN Women	The ILO signed a MoU with UN Women in 2011.	The cooperation includes joint research, joint technical cooperation and the promotion of South-South and Triangular Cooperation.	Advocacy/awareness campaigns; joint evaluations of programmes and policies; training, skills upgrading and capacity-building for constituents and for staff of the two parties; preparation of manuals, guidelines, generic and specific tools and methodologies.
UN Office for Project Services (UNOPS)	The partnership with UNOPS is based on a MoU signed in November 2015	Manage the logistical and administrative aspects of the programme, with the ILO providing technical inputs to ensure high-quality design, implementation and monitoring of projects. The agreement includes managing and procuring the performance of works, in construction and/or rehabilitation of sustainable infrastructure.	Administration of personnel contracts with project staff, including consultants and experts, and/or associated recruitment services. Sustainable procurement of services, goods and equipment, as well as fund management. Provision of advisory services, training, capacity-building. Management and supervision, oversight and evaluation services.

The following are some practical examples of how the above partnerships have been operationalized:

▶ Box 5.8. ILO and UNDP joint participation in the 2020 Afghanistan conference

Based on the *Global Framework for Action*, which was signed in September 2020, the ILO and the UNDP wish to declare our common will to unite efforts and give strategic direction to the growing partnership between our entities in Afghanistan.

The COVID-19 pandemic has turned the world of work upside down and it is exacting a devastating toll on jobs, business and livelihoods and the well-being of people in the world and in this country.

With ILO's global lead on labour and the future of decent work and UNDP's technical lead on the UN framework for the immediate socio-economic response to COVID-19, we will make all necessary efforts to confront this terrible toll, including in the Humanitarian-Development-Peace Nexus, which is one of the areas where we are strengthening cooperation.

For that purpose, we have identified several priority areas in which we hope to realize synergies and drive innovation for greater impact at scale. These are (a)Joint communication, advocacy and coordination; (b) Employment, informal-sector work, and Micro, Small and Medium Enterprises (MSMEs); (c) Social Protection; (d) Social Cohesion and social dialogue; (e) Gender equality and non-discrimination at work; (f) Decent jobs for youth; (g)Capacity-building of the constituents to produce reliable data on the labour market; and (h) The Humanitarian-Development-Peace Nexus.

Today, with many Afghans suffering from extreme poverty, record unemployment and loss of livelihoods, the ILO and the UNDP have the responsibility and the will to take unprecedented action to jointly accelerate solutions on the ground and help people in Afghanistan to build a peaceful and resilient society.

The UNDP and the ILO, with the support of development partners, will take action to create more and better jobs to improve the livelihoods of people in Afghanistan. This includes expanding the successful Road to Jobs programme across the county, so as to create decent jobs, generate incomes and develop markets. Implemented in two northern provinces of the country, the project has already created and improved more than 52,000 jobs and generated more than US$3.5 million in additional income for workers and businesses.

▶ Box 5.9. ILO partnership with FAO and UN Women for flood response in Pakistan

With funding from the Human Security Trust Fund (UN-HSTF), the ILO in Pakistan implemented a UN Joint Programme (Feb.2013 – June 2016) to restore livelihoods in the province of Sindh in collaboration with the FAO and UN Women. This project was designed in response to the July 2010 monsoon rains that flooded a significant part of Pakistan, with Sindh province the hardest hit. The aim of this joint programme was to restore and protect the livelihoods of the vulnerable rural population in Sindh by improving their on-farm productive capacities and off-farm income-generating activities. About 11,800 rural families in 120 target villages, including an estimated 64,000 *haris* (peasants) and 22,000 non-*haris* (men, women, boys and girls who work as on-farm and off-farm labourers), benefitted from the project's agricultural-production-and-marketing, skills-and-business-development, social-security, social-empowerment and capacity-building interventions. The key outcomes of the ILO component of the project included:

- increased access to micro-financing for 500 excluded *hari* men and women through the establishment of informal group-based revolving funds, savings and loan schemes;
- strengthening the technical capacities and skills of 500 landless and unemployed men and women farm labourers and youth in occupations compatible with the local culture. This was done by identifying income-generation and employment opportunities and providing needs-based vocational training courses;
- increased off-farm income-generation opportunities for 100 landless, unemployed and marginalized men, women and youth by developing the linkages required for small-business development;
- strengthened the existing – and introducing new – community-based DRR practices in 120 target communities as coping mechanisms against future disasters and human insecurity, and as an integral part of the agricultural-production, vocational-training and social-security packages, benefiting an additional 3,000 non-*hari* farm families.

▶ Box 5.10. ILO–World Bank collaboration on Employment Intensive Investment Programmes (EIIP)

The following is a list of ILO–World Bank projects – ongoing in 2019 – resulting from collaboration on Employment Intensive Investment Programmes (EIIPs):

- In Nepal, the ILO is providing technical assistance to the Strengthening the National Rural Transport Programme, which works to improve rural accessibility in 36 districts. The ILO technical assistance focuses on protecting rural road assets through regular labour-based maintenance. Negotiations are ongoing concerning ILO technical assistance to the Bridge Improvement and Maintenance Project, which would involve the ILO in delivering the project's capacity-building component and introducing and providing guidance on appropriate OSH arrangements.
- In India, the ILO has just completed its technical assistance to the Pradhan Mantri Gram Sadak Yojana (PMGSY), a project which focussed on developing more efficient maintenance arrangements for rural roads through improved policies, institutions, systems and labour-based implementing mechanisms. Continuation of this assistance for a second phase is under discussion.
- In Bangladesh, negotiations are ongoing regarding ILO technical assistance for a programme supporting rural bridges (SURBP). The ILO will be involved in the decent work and OHS component and the livelihoods enhancement component of the programme.
- In Arab States, regional World Bank and ILO teams have met to review the World Bank portfolios in Jordan, Lebanon and Iraq, with the aim of identifying projects in these countries where the ILO and the World bank could work together to enhance the employment impact. A number of projects have been identified in each country.
- In Jordan, the ILO has signed an agreement to provide technical assistance to the Municipal Service and Social Resilience Project (MSSRP). The ILO will provide technical assistance to increase the labour intensity of municipal investment projects, so as to create more and better jobs in host communities and for Syrian refugees.
- In Lebanon, the ILO and the World Bank have been working together to assess the employment impact of the Roads and Employment project. The ILO will provide further technical input to help realize this employment potential, and plans to demonstrate labour-based road maintenance as a strategy for maintaining the assets produced under the project.

▶ Box 5.11. GFDRR Extends support to El Salvador in the aftermath of Hurricane Ida

Nov. 2009- Experts from the GFDRR and the World Bank visited El Salvador to assist the Government in assessing the impact of hurricane Ida and developing a comprehensive disaster-recovery, reconstruction and risk-reduction programme. The hurricane that hit El Salvador caused devastation in the country, with torrential rains, flooding and mudslides, burying entire neighbourhoods. Eight of El Salvador's 14 regional departments were hard hit, including the capital, San Salvador, and the departments of San Vicente and Cuscatlán. More than 75,000 people (15,000 families) were affected. An initial meeting between the GFDRR, the World Bank and the Presidential Secretariat, along with a briefing to all line ministries, took place last week to mark the beginning of a PDNA exercise. This exercise enabled the Salvadorian Government to plan for accelerated recovery, resilient reconstruction and long-term risk reduction.

The Government of Norway generously supported the GFDRR's Standby Recovery Financing Facility (SRFF).

▶ Box 5.12. ILO partnership projects in Liberia

In 2005, Liberia's 14-year war ended, leaving a devastated economy. With an estimated unemployment rate of about 85 percent, the creation of jobs by adopting labour-intensive approaches and engaging a large number of unskilled youth was the top priority for the Government. Since the ILO re-launched technical-support activities in Liberia in 2006, the ILO has developed partnership activities with several UN agencies, including: (i) studies with the FAO, UNDP and UNHCR on agriculture and youth employment; (ii) projects with UNDP for the reintegration of ex-combatants and for the country support team to enhance the process of decentralization; (iii) provision of volunteer services with UNV to support local economic development in Liberia; (iv) development with UNIFEM of a common programme for "gender and employment generation, contributing to lasting peace"; and (v) development of a joint-UN programme on youth employment and empowerment involving UNICEF, UNDP, UNESCO, UNFPA, and the World Bank.

In August 2007, the ILO and the UNDP assisted the National Commission on Disarmament, Demobilization, Rehabilitation and Reintegration (DDRR) in designing the final stage of the DDRR programme, which is linked to programmes on employment creation.

6

Assessing the impact of conflict and disaster on employment, livelihoods and social protection

Chapter 6 presents the ILO's role and added value in conducting assessments of the impact of conflicts and disasters on employment, livelihoods and social protection. It mentions inter-agency assessment frameworks, including the Recovery and Peacebuilding Assessment (RPBA) and the Post-Disaster Needs Assessment (PDNA), and partnerships that the ILO can leverage for ILO involvement in such post-crisis assessments. In addition, the chapter describes tools that the ILO uses for livelihood, employment and social protection assessments. Lastly, Chapter 6 explains what it means to do an assessment in a gender-sensitive way and provides tips on how to do so.

6.1. The ILO's role, stake and involvement in post-crisis assessments

6.1.1. The ILO´s stake in post-crisis assessments

Post-crisis assessments provide information on the impact of a crisis on livelihoods, employment and social protection. The ILO's involvement in post-crisis assessments is therefore important in overcoming these deficiencies and ensuring that decent work issues are addressed as part of the response.

Assessment information and analysis assist the ILO in:

- providing governments and the public with reliable data on losses of jobs, livelihoods and social protection resulting from the crisis (in terms of numbers and groups covered, benefit levels, adequacy, costs, impacts and more);
- designing appropriate post-crisis programmes (see Chapter 7);
- adjusting medium and longer-term planning and objectives;
- mobilizing resources (see Chapter 8);
- advocating for interventions to help crisis-affected individuals and communities generate income and rebuild their livelihoods;

- supporting the resilience-building, Build Back Better (BBB) – or perhaps "Build Forward Better" – approach and the Disaster Risk Reduction (DRR) process from day one.

6.1.2. ILO involvement in crisis assessments

The initiative to undertake an ILO assessment can be taken by the relevant ILO country office or its constituents, or ILO headquarters' senior management. The request can also come from the ILO's UN and non-UN partners, for example from the UNDP or the World Bank.

The ILO needs to coordinate its assessments with those being conducted within the Global Cluster for Early Recovery (GCER – see Chapter 5 for more details), other UN agencies, the World Bank, major NGOs, and state and local actors. It is especially important that the ILO contact the UN resident coordinator and UNDP country director and be ready to participate in GCER meetings, as soon as they begin.

Tool 6.1 – Report: Employment needs assessment and employability of internally displaced persons in Ukraine, ILO DWT Budapest, 2016

▶ Box 6.1. Ukraine: Assessing the employment needs of IDPs in 2016

Over one million Ukrainians have been displaced during the course of the conflict in the Donbas region, starting in 2014. Influxes of working-age internally displaced people (IDPs) to certain areas exacerbated an already deteriorating situation in the Ukrainian labour market by increasing competition for available jobs and putting downward pressures on wages. As the conflict became more long-term and devastating, and the number of IDPs who intended to settle in the host regions increased, the focus of the Government of Ukraine and international organizations increasingly moved from short-term humanitarian assistance to longer-term, sustainable-development assistance with the aim of successfully integrating displaced people into the host community. One of the major priorities in this respect was to help IDPs sustain themselves through appropriate employment and productive activity.

Against this background, the Government and the social partners in Ukraine approached the ILO with a view to developing short-term responses to address the jobs-recovery needs, with the emphasis on IDPs, and longer-term assistance to help in the design and implementation of policy measures that would contribute to reducing the impact of fiscal and monetary consolidation on employment.

To support data-driven and evidence-based policymaking, the ILO produced a study on the "Employment Needs and Employability Assessment of IDPs". This provides background information about the employment needs of IDPs not registered with the state employment service, and their further migration intentions and survival strategies, based on data from a targeted survey of 2,000 IDPs aged 18-70 years carried out in June 2015. The study also assesses employment opportunities for IDPs in the current economic environment based on in-depth interviews with 55 Ukrainian firms of different economic sector, size, type of ownership and region. Based on these findings, the study developed policy recommendations on how to overcome the employment-related problems of IDPs and enhance their labour market integration.

Source: Employment needs assessment and employability of internally displaced persons in Ukraine, ILO DWT Budapest, 2016.

▶ Box 6.2. The multiple and protracted crises impacting labour markets in Arab states in 2020

Since the beginning of the COVID-19 pandemic, the ILO has led a regional initiative in the Arab states to better understand the impact of the crisis on vulnerable workers, including Syrian refugees and host community members, and on enterprises. This was done through a series of rapid assessments conducted jointly with humanitarian and development partners in Iraq, Jordan and Lebanon – three Arab states which host a large number of Syrian refugees. The first round of assessments looked at the immediate economic impact of the pandemic on vulnerable workers, households and businesses. The findings of the assessments are based on data collected in the early weeks and months of the crisis through telephone surveys with samples of workers, households and/or small-scale enterprises in each country.

Questionnaires were developed to capture relevant information from workers, households and enterprises. For workers, the questionnaires tried to capture the employment status of individuals before and during the lockdown, the implications for their livelihoods of changes in their employment status and the COVID-19 crisis in general, and the coping and adaptive mechanisms adopted by individuals and their families. For enterprises, the questions focused on their status before the lockdown, such as their economic status, and decent working conditions. There were also questions on the implications for both the enterprises and the workers they employ, such as changes in their operational status as a result of lockdown, social-distancing measures, and their financial capabilities to cope with the crisis.

Some of the general findings from the first round of assessments included the fact that there was an immediate reduction in employment for workers as a result of lockdown measures. The assessment also found that workers and their families had only limited financial capacity to cope with the crisis (reduction in salaries and no or only limited savings), and that Syrian refugees and those informally employed were the hardest hit. In Iraq, women and youth were also disproportionally impacted. A small percentage of enterprises were operating as usual, but most had experienced reduced sales. Most of the enterprises predicted that they would not be able to pay their employees within three months. The assessment furthermore highlighted the fact that the reduced access to liquidity was a key operational challenge, in the immediate term as well as in the long term.

Source: ILO Brief: COVID-19: The multiple and protracted crises impacting labour markets in Arab states - A regional initiative, ILO, 2020

▶ Box 6.3. ILO involvement in coordinated recovery needs assessment in Bosnia and Herzegovina, 2014

In 2014, extreme flooding of several rivers, landslides and mass movements caused the most serious disaster experienced by Bosnia and Herzegovina in the past 120 years. The crisis affected approximately a third of the country and touched more than one million people – at least one fourth of the population of 3.8 million. Some enterprises suffered major losses. For example, the FEN-BH furniture factory was completely flooded and raw materials, ready-made products for export and machines were all lost. The estimated damage was 11 million euro and around 130 workers were laid off. Another 800 suppliers connected with FEN-BH's extensive supply chain were likely to suffer seriously.

The ILO led a coordinated recovery needs assessment in the sector of employment and livelihoods, which was extended to include enterprises. The ILO strongly advocated for the involvement of trade unions and employer and business membership organizations in data collection and analysis. Moreover, the ILO developed an enterprise survey with supporting analysis tools (see Tool 6.2).

The preliminary data analysis indicated that no major job losses had been caused by the disaster. However, it was difficult to anticipate the impact of this disaster on jobs in the mid-term (6–12 months). Export-oriented enterprises could lose their markets if they did not recover quickly. Enterprises working for domestic market were also likely to suffer following the weakening of domestic consumption.

Source: ILO Press Release: Impact of floods on jobs and enterprises in Bosnia and Herzegovina, 2014

Tool 6.2 – Questionnaire: Estimation of Damages and Losses to Enterprises in Bosnia and Herzegovina, ILO, 2014

▶ Box 6.4. Impact of the 2004 tsunami and earthquake on APINDO-member enterprises in Aceh Province, Indonesia

The ILO estimates that 600,000 jobs were lost in Aceh Province, in Indonesia, due to the 2004 disaster. Many of these jobs were provided by small enterprises. In support of its constituents, the ILO engaged directly with the Indonesian Employers' Association (APINDO), whose access to entrepreneurs in the region was crucial to providing local and international partners with a first assessment of the situation of private enterprises in Aceh.

The assessment sample consisted of 316 enterprises registered with APINDO. A questionnaire was developed to assess the enterprises on an individual basis (see Tool 6.8). Due to the urgency of gathering initial data, the questionnaire was drafted as simply as possible, using both the Crisis Response Rapid Needs Assessment Manual (see 6.4) and the Local Economic Development in Crisis Response Operational manual as starting points.

Source: ILO: Impact of the tsunami and earthquake of 26 December 2004 on APINDO-member enterprises in Aceh Province, ILO/-APINDO Rapid Assessment, 2005

Tool 6.3 – Report: Impact of the Tsunami and Earthquake of 26 December 2004 on APINDO's Enterprises in Aceh Province, ILO/APINDO, 2005

Tool 6.4 – Assessment: Needs assessment for the private sector in the Philippines: Disaster preparedness, response and recovery, ILO/ACT/EMP, 2015

6.2. UN inter-agency assessment frameworks

6.2.1. Joint needs assessments and strategic response planning

As per the humanitarian programme cycle (HPC), both strategic response planning and joint needs assessments exist to structure a coordinated humanitarian response. Joint assessments serve as the basis for strategic response planning, as well as for proposals and resource mobilization, and for modifying the priorities and activities already under way.

Prior to cluster/sectoral needs assessments, such as the Recovery and Peacebuilding Assessment (RPBA) and the Post-Disaster Needs Assessment (PDNA) (see below), a Multi-cluster/sector Initial Rapid Assessment (MIRA) and a flash appeal are conducted in slow or sudden-onset emergencies. In protracted crises, a Humanitarian Needs Overview (HNO) is produced. As the ILO has a growing stake in conducting training for and implementing RPBAs and PDNAs, these processes are presented in greater detail below.

▶ **In slow or sudden-onset crises:** In a sudden-onset crisis, the humanitarian coordinator (HC) is responsible for initiating and overseeing a MIRA as soon as possible. The whole assessment process should be conducted in close cooperation with the humanitarian country team (HCT) and with the support of clusters/sectors. The ILO does not usually get directly involved in the MIRA, but can participate via the UNDP as the cluster lead. As the example of Liberia has shown, the ILO can also participate in the work of the United Nations Country Team (UNCT), which replaces the HCT if one has not been established.

The ILO should become engaged at the stage of strategic-response planning, the purpose of which is to focus activities and resources, ensure that organizations are working towards the same goals, and assess and adjust the response to a changing environment.

The HC launches a flash appeal within the first three to five days of a sudden-onset emergency or significant and unforeseen escalation in a protracted crisis, in consultation with participating Inter-Agency Standing Committee (IASC) stakeholders. The flash appeal includes a concise analysis of the scope and severity of the humanitarian crisis and sets out priority actions and preliminary requirements for the response. After 30 days, the flash appeal is generally completed by a humanitarian response plan (HRP). Where there is potential for the ILO to participate in the response, the relevant ILO office should ensure that resource requirements for the ILO's activities are included in the flash appeal and the response plan. For more details on the different steps of the MIRA and flash appeal, see Chapter 5.

▶ **In protracted crises:** In protracted crises, an HNO is produced, rather than an MIRA. It may also be used in a new slow-onset crisis or an escalating protracted crisis, as well as at the later stages of a sudden-onset emergency, if deemed necessary by the HC and HCT. It consolidates and analyses information on the needs, vulnerabilities and capacities of affected people. The HNO is based on existing information (secondary data) derived from multi-cluster and sectorial assessments, monitoring data, survey results, and the contextual judgment of humanitarian actors and local sources, such as national authorities, community bodies and representatives of affected communities. It also outlines the humanitarian risk profile of the country and is reviewed at regular intervals.

In the case of a sudden-onset crisis or the rapid escalation of a protracted crisis for which a flash appeal is issued, an HRP (or other type of response plan, depending on the context[73]) is normally completed or revised within 30 days of the issuance of the flash appeal and builds on the initial planning undertaken. In protracted crises, whether using an annual or multi-year planning process, most HCTs develop their HRPs on a yearly basis. However, the Grand Bargain (see Chapter 5) contains a commitment to increase the number of multi-year planning and response plans, partly with the aim of better aligning humanitarian and development planning cycles.

The response plan sets forth the strategy for responding to the assessed needs, and serves as the basis for implementing and monitoring the collective response. It consists of two parts: a country strategy and cluster/sector response plans, which should be based on a multi-sectoral approach. Relevant clusters develop multi-sectoral strategies for achieving the strategic objectives and coordinate to operationalize and monitor results. This gives the ILO the opportunity to engage directly via the UNCT and/or the cluster lead UNDP.

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The traditional approach to needs assessments relies on separate clusters or sectors. However, intersectoral analyses are becoming increasingly common in the assessment of humanitarian needs. This approach complements cluster/sectoral analyses by allowing a more strategic and informed decision on how to address different type of needs and their interactions. The Joint Intersectoral Analysis Framework (JIAF – see tool 6.9 below) is a set of protocols, methods and tools that support humanitarian intersectoral analyses. It is being applied to the preparation of HNOs and, as a result, impacts the response prioritizations in Response Plans.

Tool 6.5 – Guide: Reference Module for the implementation of the Humanitarian Programming Cycle, IASC, 2015

Tool 6.6 – Declaration: Joint Declaration on Post-Crisis Assessments and Recovery Planning, EU-UN-WB, 2008

Tool 6.7 – Manual: Multi-Sector Initial Rapid Assessment (MIRA), IASC Needs Assessment Task Force, 2015

Tool 6.8 – Guidance: Flash Appeals: Guidance and Templates, UN OCHA, 2017

Tool 6.9 – Guidance: Joint Intersectoral Analysis Framework (JIAF), UN OCHA, 2020

6.2.2. Recovery and peacebuilding assessment

As part of the 2008 Joint Declaration on Post-Crisis Assessments and Recovery Planning, the World Bank (WB), the UN, and the European Union (EU) have committed to providing joint support for assessing, planning and mobilizing efforts geared toward recovery, reconstruction, and development in countries affected by crises. This agreement is executed using joint RPBAs and PDNAs (see below).

Previously known as post-conflict needs assessments (PCNAs), RPBAs make for more effective and coordinated engagement in countries that are emerging from conflict or political crisis. RPBAs offer countries a standardized and internationally recognized approach for identifying the underlying causes and impacts of conflict and crisis. They also help governments develop strategies for prioritizing recovery and peacebuilding activities.

RPBAs include both an assessment of needs and the national prioritization and costing of these needs in an accompanying transitional results matrix. They can be used for various purposes, for instance influencing political actors to inform and give shape to a political process, galvanizing policy changes, and building acceptance for conducting work in areas affected by subnational conflict.

Recognizing the capacity constraints faced by governments in countries emerging from conflict and violence, and the challenge of delivering coordinated support from the international community, an RPBA has four primary purposes:

- to help governments identify, prioritize and sequence recovery and peacebuilding activities;
- to provide an inclusive process to support political dialogue and stakeholder participation;
- to coordinate international support through a joint exercise and monitoring system; and
- to act as a mechanism that can facilitate early coordination of international support behind these activities.

RPBAs are undertaken by a range of actors, including national and local government representatives; the signatories to the tripartite agreement (the WB, the UN, and the EU); international and national consultants; representatives of other relevant donor and humanitarian organizations; and members of civil society groups.

An RPBA provides countries and international actors with a plan for addressing the many needs that arise from conflict. Where plans already exist, an RPBA can serve as a harmonizing and coordinating tool for these plans. An RPBA can also serve as the basis for re-engagement in countries where conflict has stalled or halted international support. It can bring together the many strands of international support – political, security, humanitarian, development – and so offer a more coherent plan for engagement.

RPBAs normally feature at least three phases:

1. Initiation and pre-assessment

The aim at this stage is to agree on the utility of and requirements for an RPBA, and to carry out preliminary research, analysis, consultation and data collection. This phase would normally be triggered by a scoping mission of RPBA experts to define the scope, utility, methodology and approach of the assessment. In contexts where peace talks are taking place, it could also be used to facilitate analysis and consultations aimed at informing the negotiations, and encourage preparedness and effective coordination on the international side. A conflict analysis is undertaken during this phase to provide a clear understanding of the drivers of the conflict and to ensure that the recovery and peacebuilding strategies included in the RPBA are conflict-sensitive.

2. Assessment and analysis

Teams collect the information and data required, based on the agreed scope, resources, and time available, and build on the preliminary work done during the scoping stage. Short- and long-term recovery and peacebuilding priorities are identified, costed and validated. An implementation plan and financing strategy is outlined.

3. Validation and finalization

Consultations are organized to discuss the proposed prioritization framework before the report is finalized. Once finalized, it is either presented to an international donor conference, used to underpin the development of the government's own strategy, or used to inform existing or new coordination mechanisms for recovery and peacebuilding.

RPBAs can be adapted to and implemented in various contexts, including national and subnational geographic areas, depending on where conflict or political turmoil develops. Assessments have been requested in response to both national conflicts (Central African Republic, Myanmar) and subnational conflicts (northern Mali, north-east Nigeria, Ukraine). Assessments can be carried out quickly in response to urgent needs or can accompany complex peace processes. RPBAs have also been carried out following national elections and transitions, in response to violent insurgencies, and to help revise national policy frameworks for dealing with underlying causes of conflict and violence. Whatever the context, the national or subnational government drives the RPBA process. The WB, the UN, the EU and other relevant international and humanitarian organizations support the process by providing technical, analytical and financial support.[73]

The ILO's contribution to RPBAs

The ILO may contribute to a RPBA by conducting an integrated socio-economic assessment covering employment, livelihoods and decent work promotion for peacebuilding. An assessment of this kind is performed in partnership with relevant local, national and international stakeholders in the world of work (including workers' and employer and business membership organizations). Throughout the assessment, and while proposing a recovery strategy and programmes, the ILO aims to tackle such issues as lack of access to decent job opportunities, and the participation and inclusion of the conflict-affected population and institutions. This is done through social dialogue, with the aim of reducing grievances over perceived exclusion, which is one of the root causes of conflicts.

This conflict-sensitive socio-economic assessment guides and orients the recovery process. It ensures that all initiatives aim to create inclusive job opportunities in the short and long term, while reinforcing social cohesion among beneficiaries and institutions. The assessment also ensures that initiatives will reduce perceptions of social injustice among individuals, groups and institutions, and so promote peacebuilding and enhancing resilience against future crises.[74]

73 EU, WBG and UN, Recovery and Peacebuilding Assessments (RPBAs), FAQs, June 2016.

74 For further information: ILO, Handbook - How to Design, Monitor and Evaluate Peacebuilding Results in Jobs for Peace and Resilience Programmes, 2019.

The ILO adopts a multi-phased approach. Short, medium, and long-term analysis, and the resulting findings and recommendations, are used to inform a conflict-sensitive and peace-oriented socio-economic response. An ILO assessment will normally include the following:

- Assessment of immediate changes in decent work, employment and livelihoods caused by the crisis (formal and informal economy), in particular related to:
  - decent work deficits (respect for international labour standards and fundamental rights: child labour, discrimination, freedom of association, etc.),
  - labour market assessment focusing on employment-centred sectors with high potential for infrastructure development and social inclusion,
  - vocational training and labour market needs,
  - enterprise development (including cooperatives),
  - social dialogue and freedom of association,
  - access to a basic social protection floor,
  - assessment of potential social exclusion, grievances, discrimination and stigmatization over access to resources, livelihoods and health services;

- Assessment of the capacities of social partners, including the private sector, to participate in the socio-economic recovery. Analysis of the environment for private-sector development and employment (vocational training adapted to the labour market, development of financial services, etc.);

- Focus on socio-economic needs of population groups and individuals who have been made particularly vulnerable by the crisis (in particular IDPs, youth and women);

- Understanding and identification of pathways to address these potential conflict drivers through ILO initiatives; and

- A do-no-harm approach: ensuring that recovering responses are conflict-sensitive and do not have unintended consequences.

The assessment is partly based on a situation/conflict analysis. ILO staff who are involved in a RPBA are encouraged to use the ILO's Peace and Conflict Analysis guidance (see Tool 4.5 below) for guidance on this and how to ensure that all response and recovery strategies, programmes and projects are conflict-sensitive and contribute purposefully to peace. For more information on the ILO's Peace and Conflict Analysis guidance, see also Chapter 4 of this guide.

Tool 6.10 – Guide: Joint Recovery and Peacebuilding Assessments (RPBAs) – A Practical Note to Assessment and Planning, EU, WB and UN, 2017

Tool 5.5 – Brief: Recovery and Peacebuilding Assessments (RPBAs) Fast Facts, EU, WBG and UN (year unknown)

Tool 6.11 – Assessment: Ukraine Recovery and Peacebuilding Assessment – Analysis of Crisis Impacts and Needs in Eastern Ukraine, Volume I: Synthesis Report, EU, The World Bank and UN, 2015

Tool 4.5 – Guide: Peace and conflict analysis: Guidance for ILO's programming in fragile and conflict-affected contexts, ILO, 2021

6.2.3. Post-Disaster Needs Assessment

In 2013, the UN Sustainable Development Group (UNSDG), the WB and the EU established the Post-Disaster Needs Assessment (PDNA) as one of the key commitments of their 2008 tripartite agreement to develop and use common assessment and recovery planning approaches in post-crisis settings. The PDNA is an internationally accepted methodology for determining the physical damage and economic losses caused by major disasters, and the costs of meeting recovery needs (as opposed a RPBA, which is conducted in countries emerging from conflict or political crisis).

A PDNA is undertaken at the request of – and is led by – the government of a disaster-affected country, with technical and financial support from the specialized agencies of the UN Sustainable Development Group Core Group, the WB and the EU. The UNDP usually takes on a major coordinator role during the assessment. The PDNA estimates post-disaster damage and losses across all sectors of the economy, as well as the recovery, relief, reconstruction and risk-management needs. A PDNA also provides guidance to the government and the international donor community concerning a country's short, medium, and long-term recovery priorities.

In terms of methodology, a PDNA takes into account 18 productive, social, infrastructure and cross-cutting sectors, as well as making a detailed analysis of the macroeconomic and human development impacts of the disaster. The sectoral assessments are typically undertaken by the relevant line ministries with the support of the specialized UN agencies and include an in-depth analysis of the pre-disaster context, the effect and impact of the disaster, the recovery needs and the required strategy. Given its decent work mandate, the ILO is the technical guardian of the employment, livelihoods and social protection (ELSP) sector and has developed the PDNA Volume B guidelines for the ELSP assessment. During PDNAs, the ILO helps constituents to undertake assessments at country level by providing surge capacity and technical backstopping. The ELSP-sector assessment complements earlier humanitarian livelihoods assessments and links the disaster recovery with national development objectives.

Since 2008, seventy national governments have been assisted by the UN, the WB and the EU in assessing and recovering from natural and conflict-related crises using PDNA or RPBA methodology. The ILO has supported more than 30 assessments, for instance in Bosnia and Herzegovina, Fiji, Gaza, Serbia, Malawi, Vanuatu, Nepal, Nigeria, Myanmar, Yemen, India and Mozambique.

A PDNA usually produces the following four core deliverables:

- A single consolidated assessment report, based on sectoral reports, presenting the overall effect and impact of the disaster on each sector and the recovery needs of each, as well as the explicit impact on cross-cutting themes, taking into account the gender perspective, environmental considerations, risk reduction and governance;
- A recovery strategy that defines the vision for national recovery; provides a strategy for recovery actions within each sector and affected region, with clear objectives and interventions; directs it towards expected results; and defines the timeframe and cost of the recovery process;
- The basis for resource mobilization in support of the country's recovery, including a donor conference where required;
- The outline of a country-led implementation mechanism for recovery.[75]

75 For example, see: WB, Disaster Recovery Framework Guide, March 2020 (revised version).

The PDNA in the ELSP sector usually consists of a four-step process:

1. Collection of baseline data

to analyse the pre-crisis labour market trends in the disaster-affected country. Typical baseline data sources include labour force surveys and population censuses. Whenever possible, baseline data should be disaggregated by gender, age group and, if relevant, ethnicity.

2. Estimation of the disaster effect

can be undertaken using a variety of tools, depending on the country and disaster context, the availability of data, time constraints and the technical competencies of the assessment team. As a minimum, the ELSP assessment team should estimate the number of workdays lost and the personal income lost due to the disaster for each economic activity.

3. Analysis of the disaster impact

provides a qualitative analysis of the effects of the disaster and presents possible impact scenarios in the short, medium and long term.

4. Definition of recovery needs

consists of a detailed overview of programmatic interventions and/or policy initiatives to facilitate an inclusive and employment-rich recovery process. Each recovery need must include an approximate cost and a time frame (e.g. short, medium or long-term).

The ILO and its partners offer a training programme to build the capacity of local governments, the private sector, trade unions and NGOs in conducting PDNAs and capturing employment, livelihoods and social-protection data. The training enables participants to work through all the steps of the PDNA process. The ILO has contributed to several of the PDNA training courses that have been conducted in various countries. Some of the participants have been included in the PDNA roster as PDNA specialists (core experts and sectors experts).

Experience gained from the ILO´s involvement in PDNAs:

- PDNAs are often called for at last minute, leaving little time for preparation. A smoother start to assessments would be facilitated by improving information sharing on important issues – such as which agencies are participating, who is part of the PDNA secretariat, what kind of logistical support is available and what are the most important baseline sources – before deployment begins.
- A realistic timeline and deadline allows for better data collection. A PDNA is of higher quality if carried out within the first four to six weeks.
- A focal point in the national statistical office who can facilitate access to key baseline data is essential.
- Since micro, small and medium-sized enterprises make the largest contribution to employment worldwide, and are also typically the worst-affected enterprises during a disaster, it is critical that the ELSP assessment team follow the commerce and industry sector assessments closely to obtain critical data and contribute to the identification of recovery needs.
- As individual PDNA sector reports sometimes touch upon topics that can be politically sensitive, such as disaster-induced employment losses, and child and forced labour, PDNAs may become politicized.
- A PDNA is likely to be conducted more than once in disaster-prone countries. It would thus be desirable to store the PDNA micro-data for a country in a central database so as to have it readily available for potential future assessments.

Drawing on experience gained during country assessments, in 2020 the ILO initiated a revision of the ELSP guidelines. The aim of the revision, which focuses particularly on the employment and livelihoods component, is to provide more flexible and improved assessment guidelines.[76]

76 In 2021, there are also plans to further develop the methodology for social protection.

▶ Box 6.5. ILO involvement in the PDNA after the Nepal earthquake of 2015

On 25 April and 16 May 2015, Nepal was struck by two major earthquakes, with magnitudes of 7.6 and 6.8 respectively. The earthquakes affected the livelihoods of about 2.3 million households and 5.6 million workers across 31 districts. A total of 94 million work days and NPR 17 billion (US$156 Million) of personal income were lost in 2015–16.

The PDNA leading to these results was conducted under ideal staffing conditions: guided by senior officials from the UNDP, the World Bank and the ADB, and with technical support from PDNA specialists from the EU, the ILO, UN Women and the JICA, a PDNA secretariat was established to assist the Government of Nepal and its international partners in assessing the earthquakes' impacts and identifying recovery needs.

Contrary to PDNA methodology, the GoN had decided to split the employment, livelihoods and social-protection sector into two distinct parts. The ILO led the social protection sector, co-led the employment and livelihoods (E&L) sector, in conjunction with the World Bank, and the trade and industry sector, together with the IFC, and participated in an additional seven sectors.

The Nepal experience led to a review of the ELSP PDNA Guidelines (Tool 3.8.1), in which you can also find a basic outline of an ELSP report.

Source: ILO, FSDR, 2015

▶ Box 6.6. ILO involvement in the PDNA after tropical cyclone PAM in Vanuatu in 2015

On 13 March 2015, tropical cyclone Pam – an extremely destructive category 5 cyclone – struck Vanuatu. The ELSP assessment found that the disaster had directly and indirectly affected the livelihoods of about 40,800 households or 195,000 people living across the four affected provinces. A total of 504,050 work days and VT 1.6 billion (US$14.2 Million) of personal income were lost.

The ILO´s early presence in Vanuatu was essential to ensure that it could claim its role and responsibilities as established in the official PDNA protocol in relation to other international actors. The ILO was also able to set up a PDNA team at the Department of Labour (DOL) under the leadership of the Commissioner of Labour (COL), and establish contact with the Vanuatu Chamber of Commerce and Industry (VCCI) and the Vanuatu Trade Union Council (VTCU), to ensure that the ILO constituents were heavily involved.

The ILO´s mandate to conduct the ELSP assessment was complicated by delays in essential data collection. As a consequence, the ELSP team decided to collect complementary primary data in Port Vila: a rapid survey of tourist establishments to record employment loss in the formal economy, a rapid survey of the Port Vila Efate Land Transport Association (PVELTA) to analyse the disaster's impact on mini-bus and taxi drivers, and of the Vanuatu Women Development Scheme (VANWODS - a microfinance provider) to analyse the disaster's impact on female micro-entrepreneurs ("mammas"), both within the informal economy.

Upon successful conclusion of the ELSP assessment, the COL called a meeting of the Tripartite Labour Administrative Council (TLAC) at which it was decided to organize a PDNA workshop for constituents. The training was delivered on 21 April to 17 participants from the VCCI, the VCTU, the Vanuatu National Statistical Office, the Vanuatu National Provident Fund and the Disaster National Disaster Management Office.

Source: Vanuatu Post-Disaster Needs Assessment: Tropical Cyclone Pam 2015, Government of Vanuatu, 2015; and ILO Coordination Support Unit for Peace and Resilience (CSPR)

▶ Box 6.7. ILO involvement in the PDNA after cyclones Idai and Kenneth in Mozambique, 2019

The negative impact of climate change is a growing reality for Mozambique. The country is frequently ravaged by cyclones, floods or drought, and the cyclones and floods of 2019 were the most devastating in recent history in terms of their human and physical impact and geographic extent. A total of 64 districts and 19 counties were directly affected, but almost the entire country suffered from the adverse socio-economic effects. Cyclone Idai – and Cyclone Kenneth, which struck Mozambique a month later – accompanied by heavy rainfall, had a huge social impact, causing the death of more than 650 people and directly affecting approximately 2 million people in many provinces. The disaster interrupted the supply of basic services such as water and electricity, damaged roads and bridges essential for commercial activity, and destroyed houses, shops and other buildings.

The Government of Mozambique requested support from external partners for an assessment of the damage and loss caused by these extreme events, as well as an assessment of the reconstruction and recovery needs of all the economic and social sectors in the affected areas. The post-disaster assessment was conducted under the leadership of the Government and was supported by a global partnership that included the World Bank, the United Nations System and the EU, using the internationally recognized PDNA methodology.

The ILO was one of the UN agencies that supported the PDNA. It estimated that over US$39 million in income was lost due to unemployment. Those living in rural provinces were particularly badly affected by the crisis. For example, a total of 433,056 farming households were affected by the cyclone – families which depend heavily on agriculture for both food consumption and income generation. As for urban livelihoods, the employment rate in the provinces was between 60 and 70 per cent before Cyclone Idai struck, and self-employment was the primary income source for 40 percent of urban households. In the urban zones of Beira, Chimoio, Tete and the district capitals, additional livelihood sources included formal employment in the private and public sectors. Each of these sources of income was differentially affected by Idai. The income of self-employed individuals was extremely sensitive to the cyclone, whereas private-sector employees lost some proportion of their salaries and public-sector employees were relatively unaffected.

The labour market effects of Cyclone Idai primarily impacted the most vulnerable groups, in particular women and youths. This is because these groups are highly represented in the informal sector and in subsistence agriculture. When these groups lose their income, their food security is greatly impacted as they also lose access to food and other essential goods, because they depend on buying these from the market. The impact of the cyclone on the self-employed was further exacerbated by already precarious living conditions. This type of impact often forces families with low resilience to adopt negative strategies, which include “using” women and girls an as a source of income by forcing them into forced unions and early marriages, transactional sex and trafficking. The impact for these women and girls is not only sexual exploitation and exposure to infection from sexually transmitted diseases and HIV, but also increased marginalization, poverty and vulnerability.

Source: Mozambique Cyclone Idai Post-Disaster Needs Assessment, Conference Version, May 2019.)

▶ Box 6.8. ILO participation in the damage, loss and needs assessment (DLNA) following Cyclone Fani in Odisha, India, 2019

Following the extremely severe Cyclone Fani, which hit Odisha in India on 3 May 2019, the Department of Economic Affairs of the Government of India's Ministry of Finance asked the United Nations, the World Bank and the Asian Development Bank to conduct a detailed damage, loss and needs assessment (DLNA), a variant of the PDNA, to support the recovery process. The assessment, carried out between 24 May and 4 June 2019, was led by Government of Odisha and covered 14 districts.

A team of multi-sectoral experts from all three institutions, including the ILO, officials from various departments and local NGOs, as well as eminent experts, estimated the damage, loss and recovery needs across 15 sectors. Members of civil society were consulted as to their perspectives concerning the recovery.

The assessment report provides an overview of the macroeconomic and human impact of the disaster and is a first step on the long road to recovery and the achievement of a vision for a "resilient Odisha". It proposes a recovery strategy based on the above vision, which is based on three pillars: resilient housing, resilient infrastructure and resilient livelihoods. The DLNA included employment, livelihoods and social protection as a cross-cutting sector, assessing the impact of the disaster on this sector and making recommendations for the short medium and long term.

Source: Report: Damage, loss and needs assessment: Odisha (India), UN, Asian Development Bank and the World Bank, 2019

▶ Box 6.9. COVID-19 Recovery Needs Assessment

The PDNA methodology can be adapted to different contexts and crises. It was previously adapted to the Ebola virus disease outbreak, and in 2020, the methodology was adapted to assess the recovery needs from the COVID-19 pandemic. One of the main differences with the COVID-19 Recovery Needs Assessment (CRNA) is that it takes into account the fact that the COVID-19 pandemic did not cause any physical damage, as in the disaster settings to which the PDNA is normally applied. It therefore puts greater emphasis on assessing the change in economic flows caused by the pandemic. The development of the CRNA methodology was led by the UNDP, with contributions from the World Bank, the EU and the UNSDG members, including the ILO.

The CRNA tool helps national governments to assess the social and economic impacts of COVID-19. It draws on both the PDNA and RPBA methodologies, and the experience gained from conducting these assessments. The CRNA brings in key stakeholders, such as the EU, the World Bank and other multilateral development banks, bilateral donors and civil society. It is a coordinated and government-led process that performs a macro, meso and micro analysis, and considers the recovery needs and their costs. For this reason, the CRNA ensures the alignment of the development community behind one comprehensive government-led strategy, which can be converted to common planning and financing outcomes. The methodology aims to be both rapid and light, and achievable within a three to four-week period. Since the impact of the COVID-19 pandemic is sustained, the CRNA can also be periodically updated to compare and monitor the socio-economic impacts of COVID-19. It follows the same steps as the PDNA (see above).

Between April 2020 and February 2021, the CRNA was applied in five countries: Ecuador, South Africa, Azerbaijan, El Salvador and Haiti. The tool has been tailored to each specific country context and yet provides a standardized process that allows for comparisons across countries.

The ILO contributed to the assessments in Ecuador, El Salvador and Haiti, in particular to the cross-sectoral issues of employment, livelihood and social protection. In the case of Ecuador, the ILO was involved in the CRNA from the beginning. The ILO supported the Ministry of Labour in Ecuador in assessing the impact of COVID-19 and identifying the recovery needs. In early 2021, the Government of Ecuador decided to update the CRNA to take into account further developments in the pandemic's socio-economic impacts.

Tool 6.12 – Guide: PDNA Guidelines Vol. A, GFDRR, UNDG and EC, 2013

Tool 6.13 – Dropbox folder: ILO PDNA tools and documents, ILO, 2021

Tool 6.14 – Guide: Instructional material: Employment, Livelihoods & Social Protection: Guidelines for Post Disaster Needs Assessments Volume B, ILO/UNDG/EU/WB, 2015

Tool 6.15 – Report: Nepal PDNA Report Vol. A: Nepalese Planning Commission, 2015

Tool 6.15bis – Report: Nepal PDNA Report Vol. B: Nepalese Planning Commission, 2015

Tool 6.16 – Report: PDNA report Vanuatu, ILO/UN, WB, EC, 2015

Tool 6.17 – Report: Mozambique Cyclone Idai Post Disaster Needs Assessment, Conference Version, May 2019

Tool 6.18 – Webpage: COVID-19 Recovery Needs Assessment (CRNA), International Recovery Platform

Tool 6.19 – Assessment: Socioeconomic Assessment - COVID-19 PDNA Ecuador, Government of Ecuador, 2020

6.3. Other assessments in specific settings

6.3.1. In refugee settings with the UNHCR

The ILO–UNHCR Partnership for Socio-economic Reintegration includes cooperation on assessments. For the UNHCR, the ILO has assessed the socio-economic situation of the displaced and hosting communities, as well as identifying opportunities for employment and income-generating activities. The ILO has been partnering with the UNHCR to promote the livelihoods of refugees and host communities since 2013. In particular, the ILO's Small and Medium Enterprises Unit is working with the UNHCR to conduct market assessments and value-chain analyses in different countries in order to develop holistic and market-based livelihoods strategies that are adapted to the local context and market realities. This collaboration has led to the ILO–UNHCR publication "Guide to Market-Based Livelihood Interventions for Refugees" and to a training programme under the same name that is offered to practitioners on a regular basis.[77]

In this context, the ILO and the UNHCR have developed an Approach to Inclusive Market Systems (AIMS). This applies the Making Markets Work for the Poor (also known as M4P or market systems development) and the Value Chain Development for Decent Work approach to the context of refugee livelihoods with the aim of developing holistic and market-based livelihoods strategies for refugees.

The ILO's work comprises three areas:

1. Market systems analysis to identify opportunities for the economic inclusion of refugees and host communities in specific contexts;
2. A capacity-building and guidance programme designed to build the capacity of those working with refugees and host communities;
3. An Approach to Inclusive Market Systems (AIMS) for the development of market-based livelihood strategies for refugee and host communities.

77 For further information: ILO, Promoting Refugee Livelihoods and Enterprise Development.

▶ Box 6.10. Market systems analysis for local economic development: Doing business in Dadaab, Kenya

Kenya has been hosting refugees and asylum-seekers for nearly three decades. At the end of 2018, the Dadaab refugee complex was home to 44 per cent of the country's 471,000 refugees and asylum-seekers. Stakeholders recognized the importance of investing in local economic development and livelihood interventions in refugee-hosting settings, which in Kenya are often the most marginalized, arid or semi-arid areas, where livelihoods are difficult for refugees and hosts alike. Given that stakeholders previously relied on a vulnerability-based approach to livelihood interventions, the starting point of a market system assessment was to find sustainable market-based approaches to local economic development for refugees and host communities.

At its height, there were five camps at Dadaab, each having its own market and market characteristics. Together these form a vibrant and diverse market, where both host and refugee community members can provide and purchase a diversity of goods and services. Refugees and host community members in Dadaab share a common language, religion, and culture, and there is a sense of kinship and homogeneity between the groups. Market exchanges between refugees and host communities are common, and some refugees are informally employed by host community members to look after their livestock, as restrictions on mobility severely limit refugees' ability to run their own businesses in cost-effective ways.

Contrary to popular narratives surrounding Dadaab, there are promising opportunities for building on existing growth, development and fledgling value chains in the area. There are favourable environmental conditions, which are already being exploited, and a generally positive relationship between host and refugee community members ensures that cooperation and sustainable partnerships within these communities is not only possible but already present. At the same time, however, there are certain limiting factors to some of this existing potential, including the national encampment policy and ensuing limitations on mobility, which are a significant source of frustration for refugee entrepreneurs and business owners, as well as limitations on land access that impede attempts to further develop agricultural efforts.

Nevertheless, new initiatives and policy developments can support and address some of these limitations. Using a series of indicators adapted from the ILO/UNHCR model, the two value chains with the highest potential have been identified: 1) a fruit and vegetable value chain that builds on the work refugees who had begun small-scale farming on their own initiative; 2) a recycling value chain, based on minimal existing efforts to develop waste collection and processing in Dadaab, linked to larger private-sector demand.

The market systems approach in Dadaab is based on a longer-term scale, a multi-dimensional understanding of sustainability (financial, social, environmental), coordination between all stakeholders (including governmental and development agencies) and initial financial or technical support from development agencies. Development actors also play a supporting role (financially, technically, and as coordinators/guarantors) in the short-to-medium term.

Source: Doing Business in Dadaab. Market Systems Analysis for Local Economic Development in Dadaab, Kenya, January 2019.

Tool 6.20 – Guide: A Guide to market-based livelihood interventions for refugees, ILO/UNHCR, 2017

6.4. Other tools for conducting employment and decent work assessments

6.4.1. Tools developed to assess the impact of COVID-19

Apart from causing a health crisis, the outbreak of COVID-19 pandemic in 2020 resulted in severe economic and labour market shocks, particularly owing to the containment measures adopted around the world. The ILO has conducted several assessments to measure the country-level impact of the crisis on the economy and labour market, as well as to assess the challenges and needs of enterprises and workers resulting from the crisis. Several tools have been developed by the ILO to provide guidance on how to conduct these assessments.

Rapid diagnostics for assessing the country-level impact of COVID-19 on the economy and labour market

As the impact of the crisis intensified around the world, countries needed immediate, real-time support in assessing the employment impacts of COVID-19. To this end, the ILO's rapid diagnostic assessment seeks to:

- assess the current impact and transmission mechanisms of the COVID-19 crisis on a country's economy and labour market, while identifying the most affected sectors/groups;
- review existing policy responses, their objectives and expected impacts, and identify gaps in policy implementation.

While the focus of the rapid assessment is to identify the immediate impact and policy responses, it will constitute a key input for the formulation and revision of the new generation of gender-responsive national employment policies. This follow-up will become a key focus area of ILO support, once countries shift to the recovery phase.

Tool 6.21 – Brief: Rapid Diagnostics for Assessing the Country Level Impact of COVID-19 on the Economy and Labour Market, ILO, 2020

Rapid assessment of the impact of COVID-19 on enterprises and workers in the informal economy in developing and emerging countries

Sectors and economic activities in the informal economy have been badly hit by the consequences of COVID-19. In most low- and middle-income countries, the majority of the population depends on the informal economy, resources are scarce, gender inequalities and discrimination are persistent, and the capacity of institutional structures – including the health and social-protection systems – are limited. The usual measures for supporting incomes and sustaining the economic fabric are out of the reach of informal-economy workers and enterprises. The objective of rapid-impact assessments of the impact of COVID19, and the preventive measures adopted, on the activities in the informal economy is twofold:

- To give a voice to the women and men who work in the informal economy, as well as to their organizations, so that their concerns are heard and their situation is taken into account in the development of responses to this health, economic and social emergency.
- To better understand the diversity of the situations they are confronted with – their challenges, opportunities, needs and perceptions – so to guide governments, social partners, informal economy organizations and other non-governmental support initiatives in developing and implementing immediate and medium-term measures.

The guidelines can be used to carry out rapid assessments concerned exclusively with the informal economy. They can also be used to insert components relating to the informal economy into broader rapid assessments covering an entire country, sector-specific groups of workers or economic units.

Tool 6.22 – Guidelines: Rapid assessment of the impact of COVID-19 on enterprises and workers in the informal economy in developing and emerging countries, ILO, 2020

Assessing the needs of enterprises resulting from COVID-19

Another tool that has been developed by the ILO aims to help employer and business membership organizations (EBMOs) to assess the needs of enterprises resulting from the COVID-19 crisis. This tool is composed of the following two parts:

- a needs assessment survey that helps EBMOs perform an initial scan of the impact of COVID-19 on enterprises and their business performance. EBMOs can use the survey to better understand various issues, in particular which types of enterprises and sectors, as well as which geographical regions, have been most severely impacted by COVID-19;
- a template that can be used to present the key findings and request assistance from authorities, banks, etc.

The enterprise needs assessment survey and the template are both adaptable and can be modified, depending on their objectives, enterprise needs and specific post-crisis challenges.

Tool 6.23 – Assessment tool: Assessing the needs of enterprises resulting from COVID-19, ILO, 2020

Tool 6.24 – Assessment tool: Needs assessment survey: The impact of COVID-19 on enterprises, ILO, 2020

Tool 6.25 – Assessment tool: Enterprise survey tool: Assessing training needs resulting from COVID-19, ILO, 2020

Tool 6.26 – Template: COVID-19 Employers and business membership organizations (EBMOs) public statement template, ILO, 2020

▶ Box 6.11. Rapid assessments of the impact of COVID-19 on enterprises in Albania in 2020

The outbreak of the COVID-19 pandemic and the related containment measures caused significant losses and disruptions for enterprises in the western Balkans. To assess the challenges and needs of the business sector and identify relevant support measures, employer and business membership organizations in the region carried out a survey of their member enterprises. A total of 1,600 enterprises responded to the survey between 8 April and 11 May 2020 in Albania, North Macedonia, Bosnia and Herzegovina (Republika Srpska Entity) and Serbia. The survey was based on the ILO enterprise survey tool "Assessing the needs of enterprises resulting from COVID-19" and was conducted in partnership with the European Bank for Reconstruction and Development (EBRD).

Albania was still recovering from the devastating consequences of the November 2019 earthquake when the country was faced with the challenge of the COVID-19 pandemic and the ensuing lockdown measures. The survey conducted by the employers' organization BiznesAlbania found that the crisis created unprecedented operational challenges for 76 per cent out of the 278 enterprises surveyed. Nearly one third of enterprises reported a complete shutdown of their operations, while just under 40 per cent remained partially operational.

Falling consumer demand and disruptions to supplies were straining the livelihood of enterprises. More than half of them assessed their revenue decline at 50 per cent or more. Alarmingly, more than 40 per cent of the enterprises surveyed had dismissed workers due to COVID-19. Despite current challenges, business sentiment in Albania is improving, with the majority of enterprises (92 per cent) expressing readiness to fully resume operations. Policy recommendations stemming from the survey focus on supporting enterprises so that they can keep their operations afloat and maintain their workforces. They include facilitating access to liquidity, wage subsidies and tax deferrals.

Source: Rapid assessments on the impact of COVID-19 on enterprises in four western Balkan countries reveal significant disruption and job losses but also readiness to resume operations, ILO News, August 2020.

▶ Box 6.12. COVID-19 – ILO guidance on crisis response and assessments in fragile settings

In the context of COVID-19, the ILO has developed guidance and recommendations on how to respond to COVID-19 in fragile contexts. Countries that are already experiencing fragility, protracted conflict, climate change, recurrent disasters and/or forced displacement face multiple burdens as a result of the pandemic. They are less well equipped to respond to COVID-19, as access to basic services – especially health and sanitation – is limited, and to cope with the socio-economic impact, particularly on the informal economy. The current COVID-19 crisis may also exacerbate gender inequality and jeopardize women's economic empowerment, posing a threat to women's engagement in economic activities.

Conflict-affected and/or fragile contexts: The recommendations and associated guidelines are concerned with mainstreaming conflict-sensitivity, social cohesion and peacebuilding in COVID-19-related assessments of the socio-economic situation and labour market. They advocate initiatives that could be implemented to address the consequences of the pandemic in fragile contexts, using the Jobs for Peace and Resilience (JPR) approach. They also provide guidance on how the assessment and initiatives can ensure a do-no-harm approach, contribute to positive transformation and promote social justice, social cohesion and peace.

Disaster-prone contexts: The Technical Note on the COVID-19 response and recovery in countries affected by disasters and climate vulnerability includes guidance on how to conduct a coordinated, inclusive and conflict-sensitive assessment of the resulting needs and how to design responses that avoid aggravating grievances. The checklist (Annex 1 of the Technical Note) for world-of-work responses to disasters, climate change and COVID-19 includes considerations that should be taken into account when conducting assessments, as well as when designing policies, strategies and programmes in response to a crisis.

Tool 4.3 – Guidance note: Jobs for Peace and Resilience (JPR) - A response to COVID-19 in fragile contexts: Key recommendations from the JPR Task Team, ILO, 2020

Tool 6.27 – Guidance note annex: Guidelines – Template ToRs How to mainstream conflict-sensitivity, social cohesion and peacebuilding in COVID-19 socio-economic/labour market assessments, ILO, 2020

Tool 4.4 – Technical note: COVID-19 response and recovery in countries affected by disasters and climate vulnerability: challenges and opportunities, ILO, 2020

6.4.2. ILO Crisis Response Needs Assessment Manual

Although it is 20 years old, the ILO Crisis Response Rapid Needs Assessment Manual (RAM) still provides relevant information on how to organize a rapid post-crisis assessment. The RAM was developed before the humanitarian reform process. However, it still provides practical guidance on developing questionnaires for sectoral crisis assessments and ILO programme planning surveys in such areas as social protection, social dialogue, micro-finance, local economic development and employment-intensive programmes. The manual also provides guidelines for assessing vulnerable groups of concern to the ILO such as ex-combatants, children used by armed forces and groups, female-headed households, refugees, IDPs and recent returnees.

In Part 4 of the RAM, you will find tips for writing and formatting your crisis assessment reports and recommendations. Part 4 also includes a table of crisis-related needs and potential ILO response activities.

Tool 6.28 – Manual: Crisis Response Rapid Assessment Manual (RAM), ILO, 2001

6.5. Gender equality in crisis assessments

Gender is one of the cross-cutting issues that the IASC humanitarian clusters are expected to incorporate into their crisis assessments and responses. If gender equality is not considered in a crisis assessment and response, this may can have serious implications for the affected population.

Conflict and disasters affect women, girls, boys and men differently, and each group has different coping strategies. Successful programming depends on understanding the differing roles, capacities and constraints of women, girls, boys and men, and the power relations between them. Their needs and capabilities must be clearly understood to ensure that all groups have access to services and information, and can participate in the planning and implementation of relief programmes.

A gender-sensitive assessment considers how a crisis impacts women, men, girls and boys differently, and leads to targeted interventions for each group. A gender-sensitive analysis also considers the impacts of a crisis on different age groups, such as older persons, infants, children and youth, as well as persons with disabilities.

The following are some points from the PDNA toolkit and other guides on how to produce a gender-sensitive post-crisis needs assessment:

- The assessment team should include a gender specialist, preferably from the affected country.
- The assessment team should be comprised of trained representatives from the UN, regional organizations, government, international and national NGOs and local authorities. Participating NGOs must be able to demonstrate experience of working with and for women and girls.
- The assessment team should be comprised of both women and men.
- The assessment team should be comprised of individuals with knowledge of the affected area and population.
- Women and men from the affected population(s) should be consulted. It is important to recognize that women may be relatively invisible and a determined effort may need to be made to seek out their opinions.
- The assessment team should not assume that everybody's needs are the same. It is also important to recognize that psychological, social and cultural needs may be just as important in ensuring peoples survival as the physical needs for food and shelter, and that meeting these can save lives too.
- Women and men should be consulted both together and in sex-segregated groups. Priority should be given to consulting with women and men separately if there are constraints on the number of consultations that can be conducted.
- Social and national institutions working on women's, gender-related and youth issues should be consulted.
- International and local NGOs with proven experience of working with and for women and girls should be consulted.
- International and local NGOs with proven experience of working with and for youth should be consulted.
- Quantitative and qualitative demographic and sectoral pre-disaster sex- and age-disaggregated data should be compiled, analysed, and used to inform recovery planning. Where such data is unavailable, consultations should be held with social and national institutions working on women's, gender equality and youth issues, and with academics.
- When data is collected, women respondents should be interviewed by women, as otherwise they are less likely to respond truthfully to survey questions.
- Quantitative and qualitative sex- and age-disaggregated data gathered during the humanitarian phase should be fed into the PDNA analysis in order to better inform recovery planning.
- At least one member of the PDNA team – a gender specialist – will have the knowledge and ability to conduct a gender-sensitive analysis of the pre- and post-disaster data and use it, as appropriate, to inform recovery planning.

It is also essential to assess the impact of a crisis on – and the specific needs, capacities and roles of – other groups, including migrant workers, indigenous and tribal peoples and refugees, IDPs and returnees. For further information, please refer to Chapters 3 and 7.

Tool 6.12 – Guide: PDNA Guidelines Vol. A, GFDRR, UNDG and EC, 2013

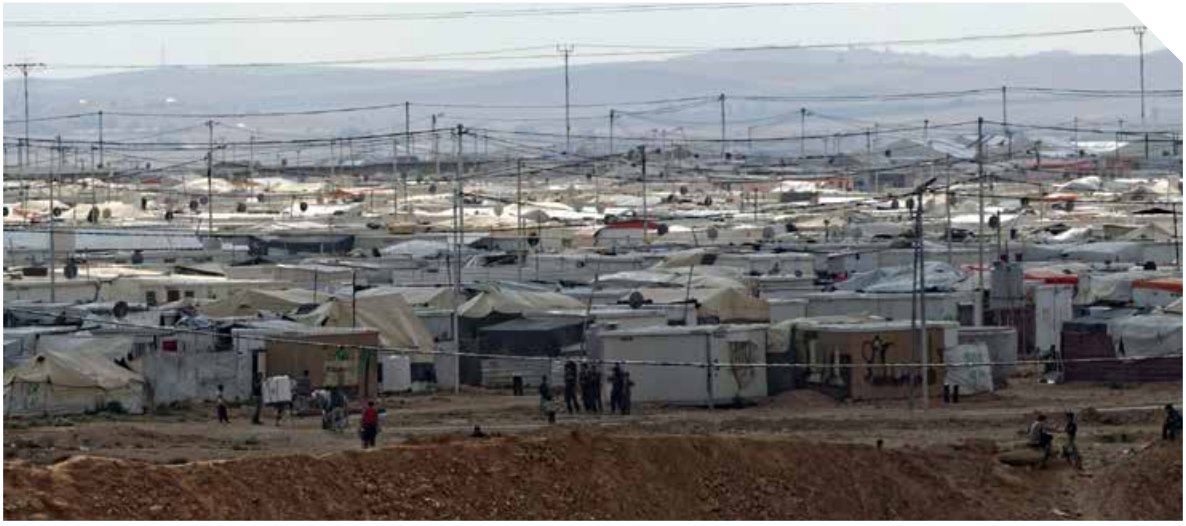
7

Technical approaches to promoting employment and decent work in fragile, conflict and disaster contexts

This chapter provides an overview of action that can and should be taken in situations of fragility, conflict and disaster, in different decent work policy areas, through targeted interventions for and with specific groups, institutions and sectors in the world of work.

7.1. Introduction

In terms of what should be done, ILO Employment and Decent Work for Peace and Resilience Recommendation, 2017 (No. 205) calls on Member States to design and implement crisis-prevention and response measures in a range of policy areas related to employment, rights at work, social protection and social dialogue – namely those covered in this chapter. In its guidance on these policy areas and with respect to specific groups of workers, the Recommendation emphasizes the role of recovery and reconstruction in the aftermath of conflict and disaster, but also calls for action to address the root causes of fragility and preventive measures for building sustainable peace and resilience.



▶ Box 7.1. Provisions of Recommendation No. 205 relating to specific policy areas:

- Part IV "Employment and income generation opportunities" provides guidance on a range of measures for the promotion of full, productive, freely chosen employment and decent work, which are vital to promoting peace, preventing crises, enabling recovery and building resilience.
- Part V "Rights, equality and non-discrimination" places a strong emphasis on measures responding to discrimination and to combating child labour and forced or compulsory labour arising from or exacerbated by conflicts or disasters.
- Part VI "Education, vocational training and guidance" emphasizes the key role played by education and vocational training and guidance in preventing and responding to crisis.
- Part VII "Social protection" calls on Member States to seek to ensure as quickly as possible basic income security for those whose jobs or livelihoods have been disrupted by crisis, and highlights the importance of establishing or maintaining social protection floors.
- Part VIII "Labour law, labour administration and labour market information" focuses on re-establishing essential labour market institutions.
- Part IX "Social dialogue and the role of employers' and workers' organizations" calls on Member States to take into account the importance of social dialogue and the vital role of employer and business membership and workers' organizations in crisis response.
- Parts X and XI, on "Migrants affected by crisis situations" and "Refugees and returnees" respectively, include guidance and aim to promote the labour market access of these population groups in host countries while fully taking into account a wide range of national circumstances.

Tool 2.5 – Brochure: Employment and Decent Work for Peace and Resilience Recommendation, 2017 (No. 205), ILO CSPR, 2018

In terms of ***how*** decent work interventions should be planned, implemented, monitored and evaluated, regardless of the policy area concerned, it is essential to keep in mind that working in conflict and disaster settings is not "business as usual". In particular, it is vitally important that programmes in such settings are conflict-sensitive and explicitly aim to contribute to peace and resilience, and that this is reflected in programme design, implementation, and monitoring and evaluation.

In this work, in line with R205, the situations and needs of population groups and individuals who have been made particularly vulnerable by the crisis need to be prioritized. These people include, but are not limited to, children, women, young and elderly persons, persons with disabilities, persons belonging to minorities, indigenous and tribal peoples, migrants, refugees and internally displaced persons (IDPs). For more information on the effects of conflict and disaster on different groups, see Chapter 3. Section 7.3 contains guidance on how to ensure that the needs of these groups are duly factored into interventions.

Before we come to the sections dedicated to these individual technical areas, this introductory section offers insight into how peace and resilience can be integrated into programmes and interventions, and provides references to ILO tools to assist with this dimension.

▶ Box 7.2. Example of mainstreaming peace into programme design: the Jobs for Peace and Resilience Flagship Programme

The **Jobs for Peace and Resilience** (JPR) Flagship Programme exemplifies how employment programmes can maximize their positive impact in fragile settings by employing a modular and integrated approach. The JPR mainstreams rights, sensitivity to diversity, attention to groups made vulnerable by the crisis, social dialogue and institution building into its projects. By integrating peacebuilding and resilience into project design from the outset, it addresses multiple employment-related constraints through a holistic approach. Several other ILO Flagship Programmes, including the IPEC+ and Social Protection Floors for All flagships,[78] also take into account the specific situation of fragility, as explained in the sections of this chapter relating to these policy areas.

As mentioned earlier in this guide, the ILO's JPR programme – an employment-generating programme for conflict-affected and disaster-prone countries – operationalizes R205 into tangible action. It combines employment-intensive investment, technical, vocational and entrepreneurial skills training, employment services and private-sector and local-economic-development approaches in a coherent and context-specific manner. The JPR's modular, local-resource-based approach focuses on employment creation and employability enhancement by:

- providing direct job creation and income security,
- enhancing skills for employability,
- supporting self-employment, enterprises and cooperatives, and
- bridging labour supply and demand.

78 For more information on the ILO's Flagship Programmes, please see: Flagship Programmes, ILO website

▶ Box 7.2. (cont.)

Considering that weak governance, lack of dialogue and rights violations can slow down or impede crisis recovery and peace processes, the JPR also places a strong emphasis on institution building, social dialogue and fundamental principles and rights at work (FPRW).

It is recommended that JPR programmes ensure that social cohesion and peacebuilding are fully integrated into project design. This requires a thorough conflict analysis and the design of outcomes, outputs, activities and indicators that address the conflict drivers identified in the analysis, e.g. lack of economic opportunities, lack of contact between groups, and the existence of grievances. Practical guidance on how to do this is provided in the handbook "How to design, monitor and evaluate peacebuilding results in jobs for peace and resilience programmes" (see Box 7.4 and Tool 2.10 below). While the handbook is specifically intended for JPR programmes, its guidance is also applicable and can be tailored to many other policy areas covered by the ILO and its partners, including Flagship Programmes in areas such as social protection and FPRW.

7.1.1. Programme design in fragile settings: mainstreaming peace and resilience

In fragile settings, while the ILO's long-standing approaches to job creation, rights at work, social protection and social dialogue are essential building blocks in preventing and responding to crises, it is not possible to simply transpose a standard approach used in stable, peaceful and economically advanced contexts to these more vulnerable and volatile settings.

It is essential not only to adapt programme design and delivery to the political sensitivities, security threats, and logistics and infrastructure challenges characterizing such contexts, but also to ensure that programmes are designed in a way that enables them to contribute to peace and resilience.

Conducting peace and conflict analysis and mainstreaming peace

As explained in Chapter 4, in contexts affected by fragility and conflict, programme design should, as a minimum, be conflict-sensitive and therefore informed by a thorough understanding of the context and underlying risk factors which may undermine social cohesion. Ideally, however, programmes should go beyond "doing no harm" and should contribute positively to peace.

The first step is therefore to conduct a peace and conflict analysis (PCA), as illustrated in Chapter 4 (Box 4.7 and Tool 4.5). The PCA is an integral part of the programme or project-design process.

Initiatives based on a good understanding of peace and conflict dynamics are more likely to achieve their decent work and employment goals and contribute to peacebuilding. Because of the intrinsic nexus that exists between decent work and peace and conflict, all programmes need to minimize any risk of undermining peace and maximize opportunities for strengthening it. Therefore all programmes in fragile or conflict-affected contexts should be based on a good understanding of contextual peace and conflict dynamics.

It is important to integrate a PCA into programme and project design, so that projects can be tailored to the peacebuilding opportunities present in each specific context. The handbook "How to Design, Monitor and Evaluate Peacebuilding Results in Jobs for Peace and Resilience Programmes" provides additional details on how to integrate peace and conflict analysis into programme design. It is intended to be flexible and user-friendly, aiming to promote consistency across the ILO, while at the same time helping teams to do what works best in their situation and country context. The circumstances in which ILO initiatives are designed vary considerably.

▶ Box 7.3. Example of conflict-insensitive vs peace-responsive employment programmes

Conflict-insensitive: Value-chain and skills-training programmes focus on economic sectors dominated by people from one ethnicity, thus inadvertently increasing their dominance of the political economy, reinforcing resentment and a sense of exclusion and grievance among other groups.

Peace-responsive: Sectors for value-chain and skills-training programmes are chosen because they offer opportunities for employment and business development for all ethnic groups, including those currently marginalized in the economy. Skills training targets young men and women most at risk of being recruited into violent extremist groups.

Source: ILO CSPR, Peace and conflict analysis, a guidance note for ILO's programming in conflict and fragile contexts, 2021

▶ Box 7.4. Handbook on how to include peacebuilding results in jobs for peace and resilience programmes

The handbook "How to design, monitor and evaluate peacebuilding results in jobs for peace and resilience programmes" mainstreams peacebuilding and social-cohesion results into job-creation programmes and helps in building evidence and knowledge on the peacebuilding impact of employment interventions through specific outcomes, indicators and baselines.

Examples of peacebuilding results from the technical areas of the JPR programme covered in this chapter include:

- Contact and social cohesion are promoted through joint employment activities such as employment-intensive activities, enterprises, cooperatives, value-chain development among different communities, etc.
- Grievances and perceptions of injustice are reduced through the creation of sustainable infrastructure assets, social dialogue platforms, and a right-based approach to development (FPRW).
- Social cohesion and peace are reinforced through systematic inclusion of conflict-management and peaceful-coexistence skills.

Gender-sensitivity is given particular attention in the handbook: it not only provides general advice on how to integrate gender equality issues into analytical frameworks and programme design, but also provides examples of gender-related indicators across the three conflict drivers covered in the handbook.

Source: ILO CSPR (2019), Handbook: How to design, monitor and evaluate peacebuilding results in jobs for peace and resilience programmes.

Tool 2.10 – Handbook: How to Design, Monitor and Evaluate Peacebuilding Results in Jobs for Peace and Resilience Programmes, ILO, 2019

Tool 4.5 – Guide: Peace and conflict analysis: Guidance for ILO's programming in fragile and conflict-affected contexts, ILO, 2021

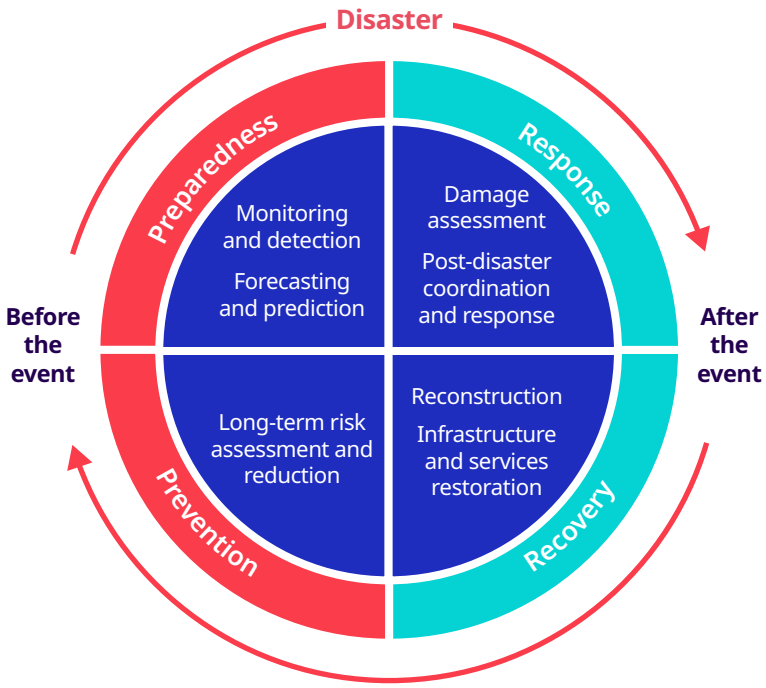
Reducing disaster risk and strengthening resilience

In a similar way, employment and decent work programmes can contribute to resilience-building by assessing needs arising from vulnerabilities to disasters and climate change before programme design is finalized, and by building in measures to enhance resilience and reduce disaster risk. This is line with R205, which contains a specific section (XII) on "Prevention, mitigation and preparedness". This section calls on Member States to take measures to build resilience, and to prevent, mitigate and prepare for crises in ways that support economic and social development and decent work. Actions advocated include:

- identification of risks and assessment of threats to – and vulnerabilities of – human, physical, economic, environmental, institutional and social capital at local, national and regional levels;
- risk management, including contingency planning, early warning, risk reduction and emergency response preparedness;
- prevention and mitigation of adverse effects, including through business continuity management in both the public and the private sector.

As mentioned in Chapter 4, disaster management is commonly understood to comprise four phases: prevention and preparedness, before the event, and response and recovery, after the event. However, these phases are not necessarily implemented in chronological order and often overlap in terms of timing. They are also mutually reinforcing. Employment and decent work is important in each of these phases, as demonstrated below:

▶ **Figure 7.1. Employment and decent work in the disaster management cycle**[79]



79 Adapted (with the addition of examples by the ILO) from Manzhu Yu, Chaowei Yang and Yun Li, "Big Data in Natural Disaster Management: A Review", Geosciences 2018, 8(5), 165 (based on Alexander, D.E. *Principles of Emergency Planning and Management*; Oxford University Press on Demand: Oxford, UK, 2002)

▶ **Figure 7.1. (cont.)**

Examples of ILO involvement in prevention/preparedness before a disaster:	Examples of ILO involvement in response and recovery after a disaster:
▶ Workplace disaster related safety plans/ procedures ▶ Business continuity plans in the public and private sector ▶ Social protection floor ▶ Insurance against extreme weather events ▶ Awareness raising campaigns by employers and workers organizations ▶ Intergration of disaster risk reduction in skills training	▶ Post-Disaster Needs Assessments (PDNA) on livelihoods and employment ▶ Employment intensive infrastructure initiatives, skills training, enterprise start up support and employment services to respond to job and livelihood losses and recovery needs ▶ Ensuring workers' rights and occupational safety and health in any recovery initiative

▶ Box 7.5. Examples of resilience-building through JPR policy areas

In the JPR policy areas, action to enhance resilience may take different forms.

- **Employment-intensive investment** can help with climate change adaptation, as well as disaster risk reduction, by supporting the development of disaster-proof infrastructure that can withstand storms, earthquakes, floods and so on, and the design and delivery of infrastructure solutions for communities affected by climate change (e.g. relocation).
- **Enterprise development** support can include risk reduction measures such as capacity-building for business continuity management in order to enable enterprises to prepare for and stay in operation in a sustainable manner in crisis situations, or disaster-related financial products such as insurance against extreme-weather events.
- **Skills development** support can help to reskill those whose livelihoods are threatened by climate change and/or disaster, and can deliver essential skills for disaster risk reduction by, for instance, integrating disaster awareness and risk reduction into curricula, or upgrading curricula in fields such as construction or engineering by including disaster-resistant techniques.
- **Employment services** can play an important role in disaster response, for instance by linking the affected population with temporary-work and job-training programmes needed for reconstruction, or by providing the basis for improved local capacity to ensure the continuation and/or expansion of core services.

In disaster situations, the scarcity of resources can exacerbate inequalities and perceptions of injustice. Responses to disasters may also benefit different population groups and geographical areas in an unequal way, and thus have the potential to create new or heighten existing tensions. In conflict-affected contexts, it is therefore important to ensure that peace and conflict analysis are conducted in such a way as to address potential drivers of conflict in disaster-related work.

▶ Box 7.6. COVID-19: A crisis on top of a crisis – addressing multiple fragility factors simultaneously in programming

Countries experiencing fragility, protracted conflict, recurrent natural disasters or forced displacement bear an additional heavy burden as a result of the COVID-19 pandemic. They are less well-equipped to prepare for and respond to COVID-19, as access to basic services, especially health and sanitation, is limited; decent work, social protection and safety at work are not a given; institutions are weak; and social dialogue is impaired or absent.

However, the COVID-19 crisis also provides an opportunity to recover better, in terms of social cohesion and peace dividends, on the one hand, and disaster and climate resilience, on the other.

For these gains to be realized, support strategies based on the technical policy areas presented in this chapter will need to be leveraged, with some adjustments in relation to.

- **Integrating COVID-19 safety into programmes:** Conflict-sensitive recovery strategies based on public works programmes or programmes to support businesses will be essential to help societies and economies cope with the job losses that are likely to occur as a result of COVID-19. But their content and delivery mechanisms need to be adapted to the specificities of this crisis. In the case of public employment programmes, a possible content-related adjustment might be the (temporary) reorientation of programmes from sectors such as infrastructure construction to sectors such as care, public sanitation or security, while delivery mechanisms could be adjusted through distance-based learning, remote payment systems and so on.
- **Conflict-sensitivity and addressing potential threats to social cohesion and peace**: In the context of the current pandemic, as in most crisis situations, the most vulnerable population groups and remote communities risk being further marginalized and excluded from the provision of both health care and safe income-generation opportunities. This could give rise to grievances and mistrust over unequal or insufficient access to basic services, decent jobs and livelihoods, which in turn could undermine social cohesion and negatively impact recovery and development. It is therefore essential to identify and tackle underlying or emerging fragility factors and at least integrate conflict-sensitivity into responses to the pandemic in order to avoid doing further harm to the social fabric. Ideally, COVID-19 responses and recovery strategies should aim to contribute to peace.
- **Building disaster-resilience**: While doubly challenging, responding to the pandemic in disaster-prone countries also provides great opportunities to strengthen the linkages between the world of work and disaster risk reduction, climate-change action and sustainable development by addressing systemic risk across multiple sectors. Recovery efforts must contribute to that goal by promoting effective prevention and preparedness measures to help affected countries "build back better", thus ensuring increased resilience to future shocks.

Source: ILO CSPR, 2021

Tool 4.2 – Paper: From crisis to opportunity for sustainable peace: A joint perspective on responding to the health, employment and peacebuilding challenges in times of COVID-19, ILO, Interpeace, United Nations Peacebuilding Support Office (PBSO) and WHO, 2020

Tool 4.3 – Guidance note: Jobs for Peace and Resilience (JPR) - A response to COVID-19 in fragile contexts: Key recommendations from the JPR Task Team, ILO, 2020

Tool 4.4 – Technical note: COVID-19 response and recovery in countries affected by disasters and climate vulnerability: challenges and opportunities, ILO, 2020

7.2. Prevention, preparedness, recovery, resilience-building and sustaining peace – the role of specific policy areas

In crisis settings, the ILO response will need to integrate both upstream (policy) and downstream (project) activities. In immediate post-crisis environments, governments and the affected populations are primarily concerned with tangible results which address acute humanitarian needs. Initially, therefore, the ILO will often need to focus its efforts on downstream rapid-impact projects which generate jobs and income.

However, it is of critical importance that these essential downstream activities are accompanied by efforts to further employment and decent work in the long term and to pave the way to sustainable peace and resilience. Indeed, as mentioned in Chapter 4, crises cannot be solved by one set of actions alone: humanitarian, development and peace actions all have a role to play in the Humanitarian-Development-Peace Nexus (HDPN). The ILO should therefore aim at an early and proactive involvement in the nexus, complementing humanitarian emergency action and combining immediate employment and income assistance with support for long-term socio-economic development in an inclusive and rights-based manner.

The early involvement of the ILO is essential for the rapid generation and dissemination of basis labour-related data on the impact of a crisis on employment, livelihoods, FPRW and social protection. Rapid action of this kind provides an early and credible opportunity to place the emphasis of recovery and peacebuilding on the social and livelihoods dimensions of the crisis. The mainstreaming of employment and decent work (including the peacebuilding and resilience dimensions) into recovery and peacebuilding assessments (RPBAs), post-disaster needs assessments (PDNAs) and other assessment frameworks is usually the first step (see Chapter 6).

Involvement in these assessments and early downstream activities helps to position the ILO from day one in working with governments, other UN agencies and other partners on the upstream initiatives, for example in: i) drafting employment recovery strategies, ii) enhancing their capacities for addressing labour-related issues and iii) mainstreaming the Decent Work Agenda (DWA) into recovery and transition planning.

The tables below list some of the possible options for the ILO in both conflict and disaster settings. Details of each option are presented in the policy-area-specific sub-sections that follow.

▶ Table 7.1. Responses by policy area – Conflict and peace

Policy Area	Response
Emergency employment and labour-intensive investment	In the crisis aftermath, providing immediate income, decent jobs and improved assets and services though interventions focusing on debris collection and recycling, rehabilitation and reconstruction works, as well as on the care sector, agriculture-related activities and so on. Where mechanisms are concerned, prioritizing community contracting and local-resource-based approaches in a conflict-sensitive manner to ensure maximum local participation, social cohesion and ownership.
Emergency public employment services (EPES)	Using EPES to offer the core services needed during the emergency and recovery phases, including registration and matching of job seekers and vacancies, providing information and advice on job searching and self-employment, and conducting rapid assessments of local labour markets. In the short-term, in the absence of local institutions, this work can be ILO-driven or facilitated. In the transition phase, management responsibilities should be assumed by local stakeholders.
Employability and skills development	Responding to gaps (e.g. disruptions to training) and new needs (e.g. reconstruction-related skills) by providing short-cycle skills training (in the immediate aftermath of a conflict) and longer-term vocational training. Where possible, prioritizing work-based learning and apprenticeships. In parallel, focusing on strengthening skills development systems, in particular, in fragile settings, by systematically integrating social-cohesion and peaceful-coexistence modules.
Enterprise recovery and development	Especially in transition/post-conflict situations, supporting the government in creating an inclusive environment that is conducive for business. This can be done by assessing and addressing constraints in the economy or in specific market systems; enhancing access to training, other business development services and financial services for SMEs and cooperatives; promoting activities involving different communities to enhance social cohesion: and ensuring due diligence in respect of human rights in multinational enterprises.
Fundamental principles and rights at work	Strengthening national capacity for ensuring FPRW in situations of conflict. Workers and the general public are more vulnerable than usual, therefore underlying issues regarding the application of FPRW and the conventions and on labour rights and human rights need to be kept in mind during interventions. Crisis responses can be used not only to restore the status quo, but to "build back better" from a right-based perspective and so reinforce social justice.
Labour standards and labour administration	Addressing weaknesses in labour administration, dealing with negative developments such as the suspension of labour law, and capitalizing on the opportunity to review existing labour law during recovery so that it corresponds better to a new and developing situation. Responses can include reviewing labour laws and regulations, enhancing labour administration governance structures, training in reporting on the application of ILS, and strengthening labour inspection.
Occupational safety and health	Supporting the government in defining or reviewing national occupational safety and health (OSH) policies and programmes in the face of conflict, in particular by developing resilience measures to ensure workplaces are kept safe and healthy. Assessing and addressing specific occupational risks or hazards present in post-conflict situations (for instance land mines or violence at work).
Social protection/ social security	If possible, strengthening institutions still existing in the fragile setting or that existed prior to the conflict. When social-protection systems are absent or very weak, supporting the government with social-protection measures, including emergency cash/food transfers, in response to basic needs. Linking humanitarian cash distribution with social protection can contribute to the foundation of a national social-protection policy. Social protection helps to reduce inequalities and tensions.
Tripartism, social dialogue, employer and business membership and workers' organizations	In situations of conflict or social unrest, capitalizing on the convening ability, trust capital, networks and services of employer and business membership and workers' organizations in preventing and responding to crises. Social dialogue can be activated to channel discontent with and resistance to response efforts, and ensure that dissatisfaction is expressed and tackled in non-violent, constructive ways that will increase trust in institutions.

▶ Table 7.2. Responses by policy area – Disaster and resilience

Policy Area	Response
Emergency employment and labour-intensive investment	In the crisis aftermath, providing immediate income, decent jobs and improved assets and services though interventions focusing on debris collection and recycling, rehabilitation and reconstruction works, as well as on care sector, agriculture-related activities and so on. Where mechanisms are concerned, prioritizing community contracting and local-resource-based approaches. In disaster-prone countries, prioritizing disaster mitigation infrastructure such as drainage systems, river banks, etc.
Emergency public employment services	Using EPES to provide the core services needed during the emergency and recovery phases, including registration and matching of job seekers and vacancies, providing information and advice on job searching and self-employment, and conducting rapid assessments of local labour markets. EPES are often very relevant for disaster response, for instance by linking the affected population with the temporary-work and job-training programmes needed for reconstruction.
Employability and skills development	Responding to gaps (e.g. if education has been disrupted) and new needs (e.g. skills linked to reconstruction) by providing short-cycle skills training, longer-term vocational training, and work-based learning and apprenticeships. In parallel, focusing on recovering TVET system capacity if affected by the disaster, and on strengthening skills development systems, in particular by integrating disaster-risk management and reduction into existing curricula.
Enterprise recovery and development	Supporting the government in assessing and addressing constraints in the business environment overall or in specific market systems; enhancing access to business development and financial services for SMEs and cooperatives, and promoting resilience (e.g. business continuity management training, disaster-related insurance products); and promoting socially responsible labour practices in multinational enterprises.
Fundamental principles and rights at work	Strengthening national capacity for ensuring FPRW in disaster situations. Workers and the general public are more vulnerable than usual, therefore underlying issues regarding the application of FPRW and the conventions governing labour rights and human rights in general need to be kept in mind during interventions. Crisis responses can be used not only to restore the status quo, but also to "build back better" from a rights perspective.
Labour standards and labour administration	In the short term, ensuring that labour standards are respected in work related to disaster response; in the longer term, addressing structural weaknesses in labour administration to ensure adequate capacity to promote and ensure compliance with labour standards in disaster risk reduction.
Occupational safety and health	Supporting the government in defining or reviewing national OSH policies and programmes by developing resilience measures to ensure workplaces are kept safe and healthy. Assessing and addressing specific occupational risks or hazards in post-disaster situations (for instance polluted environments or outbreaks of infectious diseases). It is important to ensure the OSH of healthcare and relief workers, and mainstream OSH in disaster-prone countries' preparedness.
Social protection/ social security	If possible, building on surviving institutions in disaster-prone settings and focusing on strengthening institutional capacity. Resilient national social-protection systems have better absorptive capacity, can provide adapted responses and can avert larger humanitarian crises. When social protection systems are absent or are very weak, supporting the government with social protection measures, including emergency cash and food transfers, in response to basic needs.
Tripartism, social dialogue, employer and business membership and workers' organizations	In disaster situations, capitalizing on the convening ability and services provided by employer and business membership and workers' organizations in preventing and responding to crises. These may include awareness-raising (for instance, on emergency procedures or safety measures), capacity-building (for instance, for business continuity management) or practical assistance (for example, fundraising or distributing supplies). To be effective, social dialogue must be supported by a strong and efficient labour administration and be based on international labour standards.

7.2.1. Emergency employment and labour-intensive investment

The employment-intensive investment (EII) approach offers a way of restoring the livelihoods of people in affected communities in the short term by introducing wage payment schemes. In the longer term, infrastructure and corporate/individual skills built as a result of EII become assets that stimulate the economy and generate local multiplier effects. They also build the capacity of local institutions and encourage participation and social dialogue. The EII approach aims to orientate infrastructure investment towards creating decent and productive employment, and to improve access to basic goods and services. It pays dividends in terms of the distributional effects of such investment, and offers immediate income security to vulnerable populations directly affected by crises.

While substantial financial investments help countries to recover from crises, it is essential to assess and promote the employment-generation potential of such investments. The EII approach has proved that infrastructure investments can create quality jobs, while restoring or replacing damaged or destroyed infrastructure and community assets. There is a strong case for employment-intensive crisis response programmes that involve the repair and reconstruction of infrastructure facilities. These include public buildings (e.g. health centres and schools), transport infrastructure, irrigation systems, flood control and drainage systems, water supplies, environmental protection and improvement measures, and land productivity measures and erosion control.

Short-term response

The EII approach creates employment directly (emergency employment) by providing immediate, short-term cash-income opportunities for vulnerable people or communities. Work is mostly carried out on public or community-owned infrastructure as a way of addressing the immediate economic and social needs of those affected, thus reviving the local economy and environment.

Emergency employment differs from other cash-for-work initiatives because of its special focus on productivity and decent working conditions. These include OSH; the exclusion of child labour; equal pay for work of equal value; safeguards for environmental protection; mechanisms to ease the transition to sustainable livelihoods; and the creation of valuable infrastructure assets. In the case of conflict, the provision of employment to the most vulnerable and marginalized groups in the population also contributes to defusing tensions in volatile communities, lowering the risk of future incidents. Equally, in societies where warring parties have called a ceasefire or signed a peace agreement, emergency employment can meet expectations of livelihood development, including infrastructure improvements and increased job opportunities. Employment creation may also relax tensions within communities by promoting inclusion, equality and mutual understanding through work.

Mid- to long-term response

Short-term emergency employment eventually transitions into an integrated medium-to-long-term strategy to facilitate recovery from crises and prepare communities for future emergencies, bridging the Humanitarian-Development-Peace Nexus. EII programmes can therefore provide support through all stages of the crisis-response process, starting in the emergency phase and linking it to long-term recovery and national institution-building by strengthening local and national capacity to respond to emergencies and ultimately achieve sustainable development. Local and community-based infrastructure development initiatives that adopt participatory and employment-intensive approaches have proved to be effective in building disaster preparedness and climate resilience during medium-to-long-term recovery and reconstruction works. In the case of climate change adaptation, the provision of sustainable climate-resilient infrastructure, while providing immediate "green work", is vital in preparing for the future risks and impacts of both sudden and slow-onset disasters.

By building sound local-government capacity to manage the reconstruction of destroyed infrastructure, and equipping local contracting industry with the skills required to rebuild, the EII approach assists local and national governments in generating mid-to-long-term job opportunities in response to demand arising from crises. Efforts of this kind result in locally maintained, sustainable infrastructure and improve the performance of local SMEs, all of which contributes to economic stability and development.

▶ Box 7.7. Examples of peace-responsive outputs and indicators

Emergency employment and labour intensive investment peace-responsive outputs

Conflict-sensitive labour market assessments are conducted and take into account potential social exclusion, grievances, discrimination and stigmatization over access to basic facilities, resources and livelihoods.

Grievances are reduced by the creation of sustainable infrastructure assets, social dialogue platforms, institution-building and FPRW.

Community contracting is promoted to **empower and build trust** by entrusting local communities with an executive role in the identification, planning and implementation of development objectives.

Social cohesion is promoted through joint employment activities (for example mixed groups of men and women from different communities, such as refugees and host communities).

Social cohesion is promoted by adopting participatory approaches, giving a voice in the decision-making process to excluded communities (or communities perceived as such).

Examples of peacebuilding indicators

- Change in percentage of participants willing to interact with members of "opposing" group in the workplace
- Change in percentage of participants trusting members of other groups
- Change in percentage of participants perceiving no vertical inequality to their own detriment
- Change in percentage of participants perceiving no horizontal inequality to the detriment of own social group
- Change in percentage of participants that trust the government

Note: Please refer to pp. 26–27 of the Handbook for a detailed list of indicators.

Tool 7.1 – Publication: Creating jobs through public investment, ILO, 2018

Tool 7.2 – Brief: Emergency employment - Providing immediate and decent jobs through infrastructure, community and green works in post crisis situations, ILO, 2021

▶ Box 7.8. An EII project in Mozambique: building disaster resilience

The ILO has been implementing a dynamic employment policy support project in Mozambique, MozTrabalha (2016–21), in close collaboration with both central and local governments. Operationalizing the employment policy by way of direct job creation through employment intensive investment (EII) is one of the key components of the project, and it has proved to be an effective tool. Since 2017, the project has enabled young women and men to develop their skills in gabion-ditch construction to minimize land-erosion risks. The project has also supported the development of recreational infrastructure within a community space to create a sense of belonging and social cohesion, and enhance community vitality.

These efforts, however, were hampered by the massive destruction caused by cyclones Idai and Kenneth in 2019. More than 200,000 houses were destroyed, and people in remote rural areas still (in 2020) face difficulties in accessing basic goods and services. In addition to the challenge of meeting their basic needs, these disaster victims also have to contend with increasing unemployment and decreasing incomes, all of which is detrimental to human security.

Building on its long-standing experience in labour and community-based works and youth employment programmes in the country, the ILO quickly responded to the aftermath of cyclones Idai and Kenneth by restoring public services. The ILO has rehabilitated a technical and vocational educational training (TVET) centre in the disaster-affected area, using climate-resilient alternative construction materials, while generating short-term employment for the young workers affected by the disaster. In the short-term, the public employment scheme serves as a form of social protection. In a context where extreme weather events look set to become more common due to climate change, there is a growing need for resilient construction techniques to be mainstreamed in the design of projects in order to achieve long-term sustainable development outcomes. The rehabilitated TVET centre will serve to mainstream such resilience in technical and vocational education.

The local-resource-based approach to generating employment opportunities

Lack of access to income-earning opportunities is a major barrier to livelihood development, trapping families and individuals in a vicious cycle of poverty and marginalization. Recent studies[80] have shown that the lack of such opportunities is also a key driver of conflict. Local-resource-based (LRB) community infrastructure development helps overcome these challenges. Community infrastructure here refers to small-scale facilities, within and around community areas, which are not properly managed or maintained by the government or sectoral agencies. Some examples of such community infrastructure include:

- farm-to-market roads and community roads,
- footbridges,
- water supplies,
- irrigation canals and drainage systems,
- communal facilities.

In developing and maintaining such community infrastructure, the EII programme has been promoting the use of the LRB approach, particularly in rural areas, in the spirit of wanting to leave no one behind. The LRB approach optimizes the use of local resources, including labour and skills, materials, and tools and equipment provided by local suppliers throughout the project cycle, from the planning stage through to implementation and maintenance. The LRB approach encourages the engagement of all the relevant stakeholders: target communities, local service providers (including small contractors) and local government.

80 See ILO-PBSO-UNDP-WB,, Joint Statement on Employment programmes for peace, 2016 and ILO CSPR, *Handbook: How to design, monitor and evaluate peacebuilding results in jobs for peace and resilience programmes, 2019.*

▶ Box 7.9. An EII project in The Gambia: building sustainable peace with the LRB approach

Since 2017, The Gambia has been undergoing a difficult political transition. There was post-presidential-election violence and an ensuing economic downturn, and in 2017 the youth unemployment rate was as high as 40 per cent, with most of the country's employment in the informal sector. Responding to the need to address such urgent issues, in 2018–19 an ILO project generated employment opportunities for young people, in particular women, people with a limited educational background, and people with physical disabilities, as well as returnees from irregular migration. The purpose of the project was to involve them in feeder-road construction works through the LRB approaches. The project beneficiaries gained work experience on construction sites, together with training in theoretical and practical skills, following a learning-by-doing method. The training incorporated the use of *do-nou* technology, which was transferred by the international NGO Community Road Empowerment (CORE), a pioneer in innovative road construction techniques.

The *do-nou* technology is applicable to feeder road construction/rehabilitation works, with maximum use of local labour and locally available resources, such as gunnysacks, sand and/or gravel, and manual hand compactors. This simple LRB method of labour-based construction has been embraced by the Gambian Technical Training Institution (GTTI) and accredited by the National Accreditation and Quality Assurance Authority (NAQAA). The GTTI has developed a short-term training course under the aegis of the Department of Construction to disseminate the newly transferred technology to a wider audience, thus ensuring the sustainability of the project. Further facilitation of capacity development using labour-intensive techniques is also clearly stipulated in the Gambia National Development Plan (NDP) 2018–21.

Project participants, on the other hand, who undertook the theoretical and practical on-the-job *do-nou* training, were also offered an opportunity to learn entrepreneurship and business management. As a result, some 250 beneficiaries launched small enterprises specialized in road maintenance work, and were registered in the Gambia Chamber of Commerce. In 2020, after the project completion, one of the enterprises successfully won a public tender to rehabilitate a central drainage system, without any support from the ILO. Labour inspectors who visited the new work site confirmed their compliance with the Occupational Safety and Health (OSH) standards they learned from the ILO project.

Tool 7.3 – Programme Document: Local resource-based approaches and community infrastructure – Addressing local needs through local resource-based approaches, ILO, 2020

Tool 7.4 – Policy Brief: Migration and job creation in North/West Africa: Employment-intensive investment strategies in The Gambia, Mauritania, and Tunisia, ILO, 2020

Tool 7.5 – Report: Local Resource-Based Approaches in Water Works, ILO, 2019

Tool 7.6 – Report: Local resource-based employment generation, climate change impact mitigation and livelihood recovery interventions in Davao Oriental, Philippines, 2015

Community contracting for social cohesion

Community contracting is a way of empowering local communities by entrusting them with an executive role in the identification, planning and implementation of development objectives. The aim is not only to assist the community in accessing improved services and infrastructure, but also to build community capacities and provide experience in negotiating with governmental and non-governmental partners, and in the responsibilities of organizing and contracting. A series of dialogues enhances community members' their sense of belonging and builds social cohesion.

Community contracting involves a legally binding contract between a community (or a community-based organization) and an external funding or support agency, with a view to implementing a development project for the benefit of the community.

Community contracting encourages beneficiaries to participate in a project and assume responsibility for it. The community decides on the type of infrastructure improvements they need, while an external technical support team can provide technical advice and help the community to analyse their options.

▶ Box 7.10. Myanmar – community empowerment in Mon State

The Kroeng Batoi project was implemented between January and June 2013, and between August 2015 and March 2017, with the support of the Norwegian Government and the ILO, in the midst of severe ethnic conflicts and tensions in Myanmar.

The purpose of the project was to contribute to the rehabilitation of social and rural infrastructure destroyed during protracted conflicts, and to empower conflict-affected local communities in the Tanintharyi region by transferring skills and knowledge. The project targeted internally displaced persons (IDPs) from past conflicts. In a fragile ceasefire context, the project impacted 2,742 people from 496 households in nine villages. An integrated livelihoods approach was adopted throughout the various stages of the intervention, with the direct involvement of local communities, community-based organizations, civil society organizations, women's organizations and the New Mon State Party (NMSP).

Project implementation and contracting were carried out through local community-based organizational and management arrangements. This was very effective in the transitional context of the peace process in which the project operated. It proved to be a key contributor to success in building trust and enhancing cohesion among the different stakeholders, empowering communities and improving livelihood conditions by providing social and economic infrastructure, which reflected the priorities of the communities themselves.

A range of awareness-raising, empowerment and technical training activities were organized. Local community contractors were trained to perform construction works (drinking water supply systems, concrete footpaths, school buildings, latrines, health clinics and an agricultural centre).

Tool 7.7 – Brochure: Community Contract Approach – Somalia Programme, Employment for Peace and Development, ILO, 2007

Tool 7.8 – Video: More and quality jobs in Mon State, Myanmar: EIIP under ILO's Flagship Programme on JPR

Green works for climate change adaptation and environmental conservation

The effects of climate change and environmental degradation, such as biodiversity loss and desertification, are not only felt by the physical environment, but are posing serious threats to livelihoods, especially the livelihoods of the most vulnerable people in rural areas. Climate change adaptation and environmental conservation mean reducing the risks and vulnerabilities caused by climate change and environmental degradation, while building the capacities of affected communities and enabling people to cope with the negative consequences. Green works, leveraging the employment-intensive investment approach, help to create resilient communities and infrastructure assets. Mainstreaming resilience in employment-intensive infrastructure development schemes has proved to be effective, particularly for vulnerable agrarian communities whose livelihoods are susceptible to climate change and extreme weather. Key areas of green works include:

- irrigation systems and effective land and water resource management, particularly in rural areas dependent on agricultural activities, to address the variability and intensity of water supply and improve the quality of existing land;

- flood control, drainage and water conservation structures, in both rural and urban areas, to deal with the variability and frequency of water availability;
- rural transport improvement and maintenance to ensure that transport networks can withstand the increased level of rainfall and flooding.
- reforestation and afforestation activities to restore ecosystems and so improve the resilience of restored areas.

▶ Box 7.11. Jordan: job creation for host communities and refugees through green works

More than 1.3 million Syrian refugees have fled their country to enter Jordan since 2013. This increasingly rapid influx of refugees has put pressure on the local labour market, as well as on the country's limited resources and local infrastructure.

In 2013, the ILO launched a strategy to support Syrian refugees and host communities in Jordan. One of the key projects was to develop agricultural infrastructure by building water catchments to collect rainwater, terracing and installing irrigation systems. The project also aimed to tackle desertification by planting trees to increase the vegetation coverage.

This green works project differs from cash-for-work initiatives in that special emphasis is placed on environmental protection and sustainability, as well as the promotion of decent working conditions. This comprehensive approach has resulted not only in the creation of employment opportunities, but also in the building of agricultural and environmental infrastructure with a long-term positive impact on rural livelihoods. Infrastructure assets of the kind mentioned above have a direct impact on the intensity of water usage in the agricultural sector, thereby reducing pressure on the limited water resource base. Local farmers benefit from the construction of water cisterns, soil terraces and drip-irrigation systems.

It is also worth noting that these green works initiatives have led to better social cohesion between Syrian refugees and their Jordanian host communities. Competition between the two groups has been mitigated through social dialogue. Both Jordanian and Syrian workers have received skills development training on green infrastructure works, improving their future employability.

Tool 7.9 – Publication: Local investments for climate change adaptation: Green jobs through green works, ILO, 2011

Tool 7.10 – Publication: Job Creation for Syrian Refugees and Jordanian Host Communities through Green Works in Agriculture and Forestry, ILO, 2019

Tool 7.11 – Policy Brief: Green works - Creating decent jobs through investments: Promoting forest restoration, irrigation, soil and water conservation, and flood protection, ILO Employment-Intensive Investment Programme, 2020

7.2.2. Emergency public employment services

Emergency public employment services (EPES) can play a crucial role in providing assistance where a crisis has had a big impact on a country's economy. Their role will vary, depending on the nature and extent of the crisis. It may be to support initiatives taken to assist specific target groups or to provide more general employment assistance to all those affected by the crisis.

EPES offer a number of core services needed during the emergency management phase and during the recovery:

- registration and matching of job seekers and vacancies,
- providing relevant information and advice on job searching and self-employment,
- referring affected populations to special employment and social assistance programmes, such as public works, self-employment support, job training, social services and other relevant support initiatives and institutions,
- addressing the needs of particular groups, such as refugees, women, youth, and ethnic and minority groups (ensuring equal access to employment opportunities),
- conducting rapid assessments of local labour markets and collecting labour market information.

EPES initially focus on short- and medium-term interventions, prioritizing specific target groups with the aid and support of international organizations, NGOs and other national and international actors. EPES can go into action immediately after a crisis, working from relatively simple service centres (perhaps consisting of a tent and a small number of staff). A major task during this phase is to identify employment and training opportunities for target populations on major projects and with private-sector employers. EPES can evolve over time, expanding the range of services they offer, e.g. skills-training, and some may eventually become permanent institutions.

During the medium-to-long-term recovery period, it is vitally important to develop the capacities of affected populations. Providing employment services is key to facilitating access to training, existing jobs and new employment opportunities. In redeveloping job placement services, it is also important to strengthen the capacities of local government officers at relevant levels, to ensure the longer-term sustainability of employment service centres.

▶ Box 7.12. Emergency employment services and vocational training for Palestinian refugees in North Lebanon

Following the destruction of the Nahr al-Bared camp (NBC) in May 2007, 4,855 Palestinian families were displaced. A rapid socio-economic survey undertaken in September 2007 showed that 79 per cent of the displaced population of the NBC declared themselves to be unemployed. The lack of jobs posed a threat to the stability and security of the NBC and adjacent areas. In response, a project to enhance local employment skills and develop enterprises in the NBC was jointly implemented by the ILO and the UNRWA.

The ILO and the UNDP co-funded an ILO senior skills and employment expert to work with the UNRWA manager of the NBC on implementing the first emergency employment service centre (EESC) in North Lebanon, the operation of which was intrinsically linked to the reconstruction of the camp.

This intervention targeted 2,000 Palestinian refugees and delivered job search support, short-term vocational training courses and support to small enterprises run by women and refugees with disabilities. The EESC played a crucial role in approaching local employers and matching job vacancies with Palestine refugees.

Based on the success of the EESC in the NBC, the UNRWA established three more centres in the cities of Saida and Tyre in South Lebanon, and in Beirut. In 2013, the UNRWA and the ILO developed the Manual for UNRWA Employment Service Centres to standardized processes and best practices.

Source: "Recent ILO post-conflict support in Lebanon, Briefing Note No. 12", ILO/CRISIS, January 2008.

▶ Box 7.13. Employment services in the context of the Syrian refugee response (2017–present)

As part of its Syrian refugee crisis response, the ILO has since 2017 supported the setting up of a coordinated framework for the establishment and operation of (emergency) employment services in the Syria+5 countries (Turkey, Lebanon, Jordan, Egypt and Iraq). This resulted in the adoption of a "Harmonized Approach to Employment Services in the context of the Syrian Refugee Response", involving the Danish Refugee Council (DRC), the International Rescue Committee (IRC), the UN Nations Relief and Works Agency for Palestine Refugees in the Near East (UNRWA) and the ILO, among other agencies. Prior to this, the effectiveness of employment services had been compromised by the lack of a framework for integrating refugees into the labour market, the multiplicity of actors providing employment services, and the lack of coordination between them.

In Jordan, the Ministry of Labour coordinates emergency employment services for Syrian refugees and Jordanians, chairing a coordination group of representatives from several institutions. An MoU has been formulated, an annex of which includes the ILO's core principles and minimum standards. The ILO has mapped 27 institutions providing different services, such as registration of job seekers and vacancies, job matching and placement, active labour market programmes, career guidance and counselling, and labour market information and analysis. The ILO is supporting the Ministry of Labour in the establishment of the coordination mechanisms and in strengthening its own capacity. Among other activities, the ILO plans to establish 10 employment service centres within the Ministry of Labour directorates. In addition, an e-counselling platform has been set up to provide an integrated system of support for workers, jobseekers and employers, offering career assistance and advice, training opportunities, business support and job matching.

Source: ILO Labour Market Transitions and Employment Services Unit, 2020

▶ Box 7.14. Supporting the establishment of public employment offices in Sudan (2009-2012)

After twenty one years of civil war in Sudan, the UN Joint Programme on Creating Opportunities for Youth Employment (2009–12) was implemented to mainstream youth employment in national development frameworks and create employment opportunities to deliver peace dividends.

The programme targeted, in particular, young returnees displaced by the war and those participating in disarmament, demobilization and reintegration programmes. The lack of suitable livelihood opportunities puts these groups at high risk, therefore it as essential to develop the capacities of the young people concerned. In this context, the provision of employment services was seen as key to facilitating access to training and sourcing employment opportunities.

In northern Sudan, the Joint Programme was led by United Nations Industrial Development Organization (UNIDO). The ILO was a main implementing partner, while the Federal Ministry of Culture, Youth and Sports acted as the national focal point. The Ministry of Labour played a technical advisory role in the development of the youth employment action plan and directly supported the establishment of a network of public employment offices in Khartoum and the Northern Kordofan, Southern Kordofan and Blue Nile regions. Extensive on-the-job training was organized for these offices on how to ensure the provision of basic employment services. The ILO guidelines for establishing emergency public employment services were used as a basis for the whole exercise. Staff from the Federal Ministry of Labour translated the guidelines into Arabic and customized the training to local conditions. The training curricula and methodology adopted are available: Tool 7.20 on Public Employment Services in Sudan.

Source: Joint Programme: Creating opportunities for youth employment, Sudan, Final Narrative Report, ILO, 2013.

Tool 7.12 – Guidelines (in French, English, Bahasa Indonesia): Establishing EPES, ILO/ In Focus Programme on Crisis Response and Reconstruction, 2003

Tool 7.13 – Manual: UNRWA Employment Service Centres, ILO – Regional Office for the Arab States, 2013

Tool 7.14 – Guide: Training on Public Employment Services in Sudan, ILO, 2011

7.2.3. Employability and skills development

Strengthening demand-led skills development systems that support lifelong learning

Strategies for relevant, high-quality skills development are crucial to ensure that recovery efforts benefit workers and enterprises alike. Both initial training and continuing professional development need to respond to labour market needs, and be aligned with the livelihood and business opportunities emerging from recovery activities. Effective governance of the system, involving workers and employers, is paramount for the sustainable financing and quality assurance of skills design and delivery, and will contribute positively to reconciliation and trust-building.

In post-conflict or post-disaster settings, rebuilding training infrastructure is a priority, together with the requalification of trainers and teachers, and the introduction of new training programmes responding to the recovery needs and opportunities. Skills development systems need to become more flexible, inclusive and community-based, and should integrate work-based learning and apprenticeships wherever possible to support the existing skills base. Informal apprenticeship systems should be upgraded to dynamize local economies and prevent the abuse and exploitation of apprentices. Quality apprenticeships can also be introduced in partnership with employers, with a view to building a stronger and more responsive skills development system.

In post-conflict situations, the curriculum framework should be reviewed to include modules on skills relevant for peacebuilding, such as conflict mediation, social awareness and personal skills, for both students and instructors. In disaster-prone countries, curricula should also integrate topics such as disaster awareness and disaster risk reduction. In technical areas such as construction, the use of disaster-and-weather-resilient techniques and materials should be promoted and supported.

▶ Box 7.15. Promoting social cohesion and peaceful coexistence in fragile contexts through TVET: Guide for TVET practitioners

Vocational training in fragile contexts or conflict-affected countries is often short and narrowly focused on assisting vulnerable populations to enhance their employability and so generate income. In many cases, little consideration is given to the huge potential for using the training environment as a space to strengthen inter-group contact, address individual grievances and promote the values of peace and respect that make for peaceful coexistence. Technical vocational education and training (TVET) can provide opportunities for promoting peace and resilience.

The ILO has therefore developed a guide to advocate for and indicate how to grasp opportunities for using TVET to foster peace and social cohesion. The guide aims to assist ILO constituents and TVET practitioners in enhancing the role of skills development programmes leading to employment in peacebuilding efforts by adopting inclusive learning methodologies and training in relevant core skills. It provides practical guidance for trainers and training centre managers on how to adjust training delivery to mixed groups; embed conflict-resolution, cooperation and other relevant core skills in training curricula; and create inclusive and diverse learning environments.

Source: ILO SKILLS and CSPR, 2020

Reaching out effectively to individuals whose lives have been disrupted by conflict or disaster requires considerable understanding of the conditions under which education and training is planned and undertaken in the affected communities. Connection to employers, emphasis on the quality and relevance of training, and the inclusion of all whose livelihoods have been disrupted or destroyed are all crucial elements.

Key messages:

- Training goes hand in hand with livelihood activities, whether emergency employment, self-employment and micro and small-enterprise development, or infrastructure development.
- Integrate core skills for peacebuilding (such as conflict meditation and social awareness) and for disaster-related resilience (such as disaster awareness and risk reduction) in curricula.
- Hands-on training rather than classroom-based learning is key. "Earning while learning" is a good motto in this regard. The individuals and enterprises affected need to be part of the recovery. Introducing quality apprenticeships or upgrading informal apprenticeships should be part of the solution.
- Build on existing skills sets and experience. Conduct a rapid assessment of both skills needs and skills availability.
- Facilitate the access of disadvantaged groups to skills development by lowering financial and non-financial barriers to formal training.
- Current training programmes can be adapted and adjusted to meet the needs of affected workers. There is no need to start from scratch, but a need for flexible delivery.
- Diversify the skills development offer and move away from traditional trades that may perpetuate gender inequalities.
- Ensure that the skills learned are certified, which will enhance individuals' employability and open more doors to the labour market for people of all ages. Recognition of prior learning can be an avenue to further education and training or to more decent jobs.

Providing immediate support for early recovery in crisis settings

To support early recovery, short-cycle skills trainings may be necessary to develop skills that are currently unavailable. The ILO's community-based Training for Rural Economic Empowerment (TREE) methodology offers an integrated solution, involving strong community participation, for demand-led short-term skills training for reconstruction, livelihood recovery and economic reintegration. This approach helps increase productivity in rural areas and can support the transition from the informal to the formal economy. Enterprises still operating and providing goods and services with market potential are crucial partners in establishing quality apprenticeships, either by upgrading informal apprenticeship practices or by introducing quality apprenticeships that combine on-the-job training with school-based education, to ensure high-level instruction and adequate remuneration. They can meet the immediate skills needs of humanitarian and development agencies in implementing their construction, transportation, education, health and security projects.

Employment-intensive investment programmes to support recovery through infrastructure projects or community services should also aim to improve the employability of workers. This can be achieved through work-based learning, off-the-job learning opportunities that complement the skills acquired on the job, and certification of skills at the end of the work period. The process can be supported by partnerships with local training institutions, the development of learning materials, and the training of workplace supervisors.

As many of those affected by disaster or conflict are already in a vulnerable position on the labour market, there is a need for comprehensive programmes that include core skills for employability, as well as technical and vocational training. Skills relating to peacebuilding, disaster risk reduction, problem-solving, teamwork, communication, basic entrepreneurship, health and safety in the workplace, and rights and responsibilities at work, as well as basic/foundation skills such as literacy and numeracy for those who have not had basic education, are all relevant in this context.

▶ Box 7.16. Examples of peace-responsive outputs and indicators

Peace-responsive outputs in employability and skills-development training

Conflict-sensitive skills development assessments are conducted, taking into account social exclusion, grievances, and discrimination and stigmatization over access to education, employment and livelihoods.

TVET curricula for skills development in conflict-affected or fragile contexts include a conflict-management, **peacebuilding and social-cohesion module** (for more information, see Box 7.15 and Tool 7.26).

Social cohesion is promoted by running joint and mixed TVET classes (i.e. mixed-sex groups from different communities, such as refugees and host communities).

Social cohesion is promoted by adopting participatory approaches that give a voice in the decision-making process to excluded communities (or communities perceived as such).

Examples of peacebuilding indicators

- Change in percentage of participants willing to interact with members of an "opposing" group in the workplace
- Change in percentage of participants trusting members of other groups
- Change in percentage of participants perceiving no vertical inequality to their own detriment
- Change in percentage of participants perceiving no horizontal inequality to the detriment of their own social group
- Change in percentage of participants that trust the government

Note: Please refer to pp. 26–27 of the Handbook for a detailed list of indicators.

▶ Box 7.17. Creating decent jobs for young people and for a violence-free community in Haiti

The Creation of Environmentally Friendly and Decent Jobs for Young People (CREER) project, which ran from 2019 to 2020, was an ILO response to constituent demands to improve living conditions for people in a sensitive and vulnerable area of Haiti. The project aimed to reduce poverty and violence in the "Projet Drouillard" area by creating sustainable and decent employment opportunities for young people from disadvantaged neighbourhoods through vocational training adapted to the needs of the labour market.

Three hundred and twenty young people from Cité Soleil, one of the most vulnerable districts of Port au Prince, were trained for the garment and textiles industry, which included learning to operate different types of sewing machines. The training also focused on core skills, including development of the trainees' sense of responsibility and concern for excellence, and management of their emotions (anger, etc.). The young people also received training on the Haitian Labour Code and labour rights, in collaboration with the Solidarity Center/AFL-CIO.

This comprehensive approach to training enabled trainees to gain technical skills and at the same time become familiar with their rights, workplace ethics and professional behaviour, and better adjust to any work environment in the future. At the end of the project (February 2020), 150 young people had already found stable employment, while 70 others had passed their recruitment exams and were on a waiting list (delays were caused by political instability and the outbreak of the COVID-19 pandemic). Many of the graduates were planning to become supervisors or quality controllers, or to start their own businesses, thus continuing on a lifelong learning pathway.

Source: La lettre d'information de l'OIT en Haïti. 2020. "Augmenter l'employabilité à Cité Soleil par la formation professionnelle qualifiante", Numéro 6, June 2020.

▶ Box 7.18. Support for recognition of prior learning (RPL) in Jordan

In the context of the Syrian refugee crisis, many Syrians who had sought refuge in Jordan did not have certificates or evidence of qualifications. Due to the protracted nature of the conflict, skills erosion is a further risk for refugees, given their limited access to the labour market. At the same time, reconstruction work in Syria will require numerous qualified workers.

To address these challenges, the ILO implemented a skills programme for Syrian refugees and Jordanians working in the construction sector in collaboration with the National Employment and Training Company (NET). The objective was to improve workers' employability in occupations subject to licensing through an ILO-supported RPL process. Workers with prior experience and skills in construction participated in a short training course to upgrade their technical skills, gain knowledge of OSH and be assessed, thus obtaining skills certificates, occupational licenses and work permits.

Thanks to this project, which ran from September to December 2017, certificates were awarded to 9,200 workers in 14 occupations in the construction sector, thus increasing their employability, both in the host country and if they return to Syria.

Source. ILO, Lessons Learned and Emerging Good Practices of ILO's Syria Crisis Response in Jordan and Lebanon, Beirut, 2018.

Tool 7.15 – Manual: Training for Rural Economic Empowerment (TREE), notably Module 3 on the identification of economic opportunities and training needs assessment, ILO/Employment, 2009

Tool 7.16 – Guidelines: Guidelines on Rapid Assessment of reskilling and upskilling needs in response to the COVID-19 crisis, ILO, 2020

Tool 7.17 – Guide: RPL Learning package, ILO, 2018

Tool 7.18 – Guide: Recognition of prior learning: Key success factors and the building blocks of an effective system, ILO, 2015

Tool 7.19 – Guide: Assessing skills in the informal economy: A resource guide for small industry and community organizations, ILO/ Employment, 2015

Tool 7.20 – Report: Case studies on the reintegration of children formerly associated with armed forces and groups through informal apprenticeship, ILO, 2010

Tool 7.21 – Policy Brief: Upgrading informal apprenticeship systems. Skills for Employment, Geneva, ILO, 2012

Tool 7.22 – Toolkit: ILO Toolkit for Quality Apprenticeships - Vol. 1: Guide for Policy Makers, ILO, 2017

Tool 7.23 – Toolkit: ILO Toolkit for Quality Apprenticeships - Volume 2: Guide for Practitioners, ILO, 2020

Tool 7.24 – Manual: Upgrading informal apprenticeship - A resource guide for Africa, ILO, 2012

Tool 7.25 – Guidelines: Guidelines for Non-Formal Market-Based Skills Training in Lebanon, ILO, 2018

Tool 7.26 – Guide: Promoting Social Cohesion and Peaceful Coexistence in Fragile Contexts through TVET. Guide for TVET practitioners, ILO, 2021 (forthcoming – link to be added when published)

Tool 7.27 – Guide: Guide for Skills Development in Employment-Intensive Investment Programmes, ILO, 2021

7.2.4. Enterprise recovery and development

Policies for creating an enabling environment for the private sector in fragile and recovery settings should focus on the sectors that offer the greatest opportunities for growth and decent work. In post-conflict and post-disaster situations, private-sector recovery and development policies should target affected groups and those sectors directly involved in providing aid to them. In conflict settings especially, this maximizes the "peace dividend" and gives these groups a stake in peacebuilding efforts.

Private-sector development programmes should facilitate access to new local and export markets; support the development of local suppliers (value chain development); facilitate access to finance, information, technology and entrepreneurship training; and promote exports, in both the formal and informal sectors.

Financial services and access to credit are of key importance in promoting the rapid recovery of businesses, large and small, regardless of the type of ownership. In post-crisis settings, targeted grants or loan guarantees can contribute to the recovery of businesses in the most crisis-damaged regions.

Similarly, business development services (BDS) can make micro, small and medium-sized enterprises (MSMEs) – including cooperatives and women-owned businesses – more profitable, thanks to improved management and productivity practices, and more resilient, thanks to such measures as capacity-building for business continuity planning.

Engaging with new investors and multinational enterprises (MNEs) and encouraging them to link up with national enterprises also offers possibilities for enhancing national enterprise development in fragile settings and countries recovering from conflicts. In taking up the challenges and opportunities to create jobs through such commercial linkages – and hopefully improve job quality and respect for human rights – it is important to take into account the guidance provided by the Tripartite Declaration of Principles concerning Multinational Enterprises and Social Policy (MNE Declaration).

▶ Box 7.19. Leveraging the potential of enterprises to prevent and respond to crises

Cooperatives

Cooperatives are autonomous associations of persons who have come together voluntarily to meet their common economic, social and cultural needs and aspirations by establishing a jointly owned and democratically controlled enterprise. While their democratic nature can make the establishment of sustainable cooperatives a relatively lengthy undertaking, cooperatives, if firmly founded, have many advantages in crisis situations. In many cases, they often offer a way of ensuring the provision of essential services and employment/livelihoods. They can also quickly transmit early warnings of disasters to their members. Furthermore, they enhance resilience because of their focus on self-help and mutual assistance, and contribute to peacebuilding by increasing trust within communities.

Green businesses

Green businesses produce or provide an environmentally friendly product or service, or use an environmentally friendly process, or both, thus helping to protect and restore the environment. Although environmental degradation may be a driver in fragile and conflict settings, it is not a given that environmental concerns can be addressed easily in early recovery interventions. Depending on the context, it will be necessary to demonstrate their comparative advantage and gradually scale up interventions towards a green economy. For instance, the small-scale and off-grid nature of certain types of green infrastructure investments lend themselves to situations where there is no well-regulated or well-organized central distribution system (i.e. for energy or water).

Women-led enterprises

Activities to develop women's entrepreneurship help women to overcome barriers to starting and running a business resulting from their being socially and economically marginalized relative to men. In situations of disaster and conflict, and when populations are uprooted, this marginalization is often exacerbated. Such activities, including awareness-raising to promote a positive attitude to women's entrepreneurship and practical support from business-development and financial services, can help not only to address these challenges, but also to enable women to play an active role in recovery by making an economic contribution and by building social cohesion and resilience.

Source: ILO, 2020

▶ Box 7.20. Examples of peace-responsive outputs and indicators

Examples of peacebuilding indicators

- Change in percentage of participants willing to interact with members of an "opposing" group in the workplace
- Change in percentage of participants trusting members of other groups
- Change in percentage of participants perceiving no vertical inequality to their own detriment
- Change in percentage of participants perceiving no horizontal inequality to the detriment of their own social group
- Change in percentage of participants that trust the government

Note: Please refer to pp. 26–27 of the Handbook for a detailed list of indicators.

Tool 7.28 – Brochure: Promotion of sustainable enterprises for innovation, growth, more and better jobs, ILO, 2017

Tool 7.29 – Report: The Role of Cooperatives and other Self-Help Organizations in Crisis Resolution and Socio-Economic Recovery, ILO, 2001

Tool 7.30 – Policy Brief: COVID-19 and the world of work: Jump-starting a green recovery with more and better jobs, healthy and resilient societies, ILO, 2020

Tool 7.31 – ILO Website: COVID-19 Enterprises Resources

Tool 7.32 – Online Self-learning Course: Supporting SMEs in fragile contexts during COVID-19, ITC-ILO, 2020

Business environment and market systems interventions

Value-chain or market-system analysis may serve as a suitable entry point, resulting in targeted interventions based on the identification and analysis of sub-sectors that can create jobs, foster market access, and provide economic benefits to the local population.

A market systems development methodology intended specifically for use in fragile situations is the **"Approach to Inclusive Markets" (AIMS)**, which seeks to apply the market-systems or making-markets-work-for-the-poor approach to the context of forced displacement.

The approach is based on the assumption that two conditions need to be fulfilled in order for people to build sustainable livelihoods:

- the existence of opportunities, either for self-employment, if a certain good or service is in demand on the market, or for salaried employment, if employers are looking for employees;
- the availability of the necessary skills and competencies to take up these existing opportunities.

AIMS seeks to work on both sides in parallel. On the one hand, it involves tailored interventions to make use of existing opportunities and develop the skills and capacities of the target group, thus enabling them to engage with the market, for instance by providing technical or entrepreneurial skills development training and strengthening social networks. On the other hand, the ILO value chain development approach is used to develop sectors and value chains with the potential to expand and diversify the market opportunities available to the target group, as well as the host community.

While AIMS and market-systems-development interventions focus on specific sub-sectors, private-sector development in fragile and recovery settings can also be promoted at the macro level, by favouring the emergence of a more conducive business environment. **The Enabling Environment for Sustainable Enterprises (EESE)** programme is a comprehensive and powerful ILO methodology developed to assess, advocate for and reform the

environment in which enterprises start up and grow. Introduced in 2007, the methodology:

- allows stakeholders to identify the major constraints hampering business development;
- fosters dialogue between workers, employers and the government with a view to formulating shared policy recommendations;
- supports the adoption of effective reforms;
- unlocks entrepreneurial potential, boosts investment and generates overall economic growth, creating better jobs and reducing poverty.

The EESE process is based on a participatory assessment of the business environment, combining secondary data reviews with enterprise surveys and/or focus group discussions involving private and public-sector stakeholders. The results of the assessment are then used to support national stakeholders in developing action plans for business environment reform, which are then implemented with assistance from the ILO.

In fragile and conflict-recovery situations, the methodology can be deployed to rebuild the foundations of a functioning market infrastructure and institutions, ensuring that the post-conflict enabling environment allows the development of enterprises that combine a natural quest for profit with respect for human dignity, environmental sustainability and decent work.

Tool 7.33 – Guide: Value Chain Development for Decent Work, ILO/Enterprise, 2016

Tool 7.34 – Guide: Market-based livelihood interventions for refugees, ILO/Enterprise, 2016

Tool 7.35 – Webpage: ILO Enabling Environment for Sustainable Enterprises webpage

Tool 7.36 – Webpage: Approach to Inclusive Market Systems (AIMS) for Refugees and Host Communities

Tool 7.37 – Report: Business Environment Reforms in Fragile and Conflict-Affected Situations, Donor Committee for Enterprise Development, 2020

▶ Box 7.21. Road to Jobs (R2J) – Implementing market system development in Afghanistan

The Sida/ILO/Government of Afghanistan Road to Jobs (R2J) project aims to create more and better jobs in the provinces of Samangan and Balkh in northern Afghanistan. The project is founded on a market systems approach to address important underlying constraints inhibiting better growth and employment outcomes, aiming to facilitate change in a small number of sectors that are important to the livelihoods of disadvantaged/vulnerable groups, including women, internally displaced people (IDPs), and migrant workers. Constant conflict in Afghanistan has rendered the security situation precarious, with a negative impact on the economic and investment climate. In Dawlatabad district, most of the 3,600 dairy farmers are poor. Despite producing a total of 40,000 litres of milk, the lack of cold-chain facilities and village-level milk collection centres means there is no access to markets and most milk is spoilt, given away for free or discarded. Working conditions, particularly for women, are often dirty and labour-intensive. In order to improve market access for milk producers, the R2J project designed and implemented an intervention to link them with the Pakiza Livestock and Dairy Production Company. The company trains the farmers and offers a reasonable price for their milk. The project has also established two milk collection centres (MCC) in the villages. Remarkable results have been achieved: approximately 500 farmers sell milk through the MCCs and the cooperative, whereas 73 per cent of them had no previous access to markets. Women, in particular, have benefited from the intervention. At the same time, the Pakiza Company increased its sales of processed milk products by 21 per cent in one year.

Source: https://fragilestates.itcilo.org/road-to-jobs/

▶ Box 7.22. Cooperative value chain linkages for peace in Sri Lanka

In the framework of the Local Empowerment through Economic Development (LEED) project in post-conflict Sri Lanka, the ILO is supporting economic development initiatives to improve the livelihoods of conflict-affected communities in the project's target region. The farmers benefitting from the project are part of a newly resettled farming community in the post-conflict region of northern Sri Lanka, who had few assets other than their small landholdings with which to restart their lives. More than half of them are women, many of them widows. They were struggling to find markets for the papaya they produced. To tackle this problem, the project helped the farmers to organize themselves into a fruit producer cooperative and establish an innovative joint venture with an export company to create markets for the farmers' produce. The new company, "North South Fruit Processors", also constructed a packing shed to provide the necessary infrastructure for export-quality produce. The project has managed to increase their incomes significantly, bring them together in a cooperative, and challenge some of the cultural constraints placed on women and widows in a conservative society. The initiative has made a very significant impact on the household incomes of these poor farmers, in some cases raising incomes by 700 per cent and transforming the lives of many families.

Source: ILO Cooperatives Unit, 2019

▶ Box 7.23. An Enabling Environment for Sustainable Enterprises programme in the Central African Republic

In 2018–19, the ILO implemented an Enabling Environment for Sustainable Enterprises (EESE) programme in the Central African Republic (CAR), following a request from the two national employer and business membership organizations, the UNPC and the GICA. The first step was to assess the country's enabling environment, taking into account the context of fragility and post-conflict recovery. The assessment consisted in a survey involving 360 business owners and their workers, and targeted small, medium, and large enterprises. The survey methodology was adapted to the specificities of the country's fragile context, and thus featured a specific questionnaire for multinational enterprises. These play a fundamental role in the country's economy due to the disappearance of small enterprises as a result of the protracted armed conflicts. The EESE assessment focused on the following key areas: peace and political stability, social dialogue, respect for human rights and international labour standards, trade and sustainable regional integration, an enabling legal and regulatory environment, access to financial services, physical infrastructure, entrepreneurial culture, and education, training and lifelong learning. The assessment was finalized in early 2020 and the will serve as the basis for an action planning process involving the Government and employer and business membership and workers' organizations. Although action planning has been delayed because of the COVID-19 pandemic, the results of the assessment remain valid and the process will start in late 2020.

Source: ILO Enabling Environment for Sustainable Enterprises (EESE) team, 2020

Microfinance and financial inclusion

Microfinance, i.e. the broad set of financial services – savings, credit, cash transfers and micro-insurance – tailored to fit the needs of economically active low-income individuals, helps to generate income, safeguard and build assets, smooth consumption, strengthen resilience to shocks and manage risks.

Efforts to establish sustainable financial inclusion are therefore a pivotal component of livelihood building in fragile, conflict and disaster settings.

For microfinance to be an appropriate tool in such settings, certain minimum conditions must be in place: relative political stability and security, a cash economy and the existence of specialized financial institutions, such as microfinance institutions (MFIs), banks or cooperatives.

Once it is determined that the essential minimum conditions exist, a **market assessment** should be undertaken to assess the policy environment, identify the target market, and map the demand for and supply of financial services.[81] It is then possible to design interventions, usually working on both the demand side (entrepreneurs, youth, women, workers wanting to access finance) and the supply side (the financial services providers present in the area).

Demand-side interventions include financial literacy and entrepreneurship training (see section on business development services), which reduces the risk perceived by financial service providers, makes financial service applicants more confident in interacting with financial institutions, and helps individuals to make sound financial decisions and manage their money well. Financial literacy is a key determinant of whether a poor person is able to plan for the future and respond competently to events that affect his or her financial position, especially in relation to disaster preparedness or rebuilding a livelihood in the aftermath of a disaster or a conflict.

Supply-side interventions (based on the prior market assessment) involve strengthening financial services providers' management knowledge (including market research) and their capacity to meet clients' financial needs by diversifying the financial products they offer. Three different financial tools can be used to manage risk and to help recover from disaster: (a) savings, (b) credit and (c) insurance.

It is important to remember that it is better not to do microfinance at all, rather than do it wrong. This applies in particular to poorly designed loan schemes that tip people into excessive debt. However, when well designed, microfinance provides the means of strengthening preparedness, lowering risk, contributing to recovery and enhancing resilience in such settings.

▶ Box 7.24. Financial services for MSMEs in a disaster situation – Haiti and the post-earthquake recovery

Fonkoze, a microfinance institution in Haiti, has worked with the ILO to develop a comprehensive product portfolio for its clients. This financial institution is covered by an index insurance product that allows it to respond to its clients when a catastrophe occurs. In these circumstances, Fonkoze is able to cover a micro-entrepreneur's property for a fixed amount. Their existing credit is paid back in full by the insurance product, allowing the organization to grant an immediate loan to restart economic activity, while avoiding over-indebtedness.

One of the lessons learned is that micro-insurance must not be seen as a stand-alone solution, but as one of several instruments for managing disaster risk. Low-income families and businesses also need to acknowledge the importance of complementing risk transfer with prevention and preparedness.

Source: The Micro-insurance Network Newsletter: http://www.microinsurancenetwork.org/newsletter.php

81 For more information, please see: the Social Finance Networkbrief n°6: Mapping the demand and supply of microfinance.

Tool 7.38 – Webpage: Financial Education Programme

Tool 7.39 – Leaflet: Financial Education Programme, ILO, 2015

Tool 7.40 – Course: Making Financial Inclusion work for Refugees and Host Communities (part of the Making Microfinance Work programme)

Capacity-building and other business development services

Business development services (BDS) are formal and informal non-financial services that offer entrepreneurs training, business information, technical assistance, business linkages, marketing support, access to technology, infrastructure development and other forms of support. BDS can target micro and small-enterprises facing a variety of constraints, including poor levels of education, weak management, competitive markets and lack of marketing skills.

Covering one key category of BDS, this section presents a range of training tools that can be useful in conflict and disaster settings.

Generic business management tools.

Various tools have been developed to support the setting up and running of cooperatives and MSMEs, which can be used in situations of fragility, conflict or disaster:

Cooperatives:

- The **Our.Coop** package is a low-cost, easy-to-use, participatory training tool for those interested in starting, launching and managing a cooperative. The suite consists of the Think.Coop, Start.Coop and Manage.Coop tools, which help participants to understand the cooperative business model and assess its feasibility; come up with a business idea, develop a business plan and design the organizational set-up of their cooperative; and develop skills in areas such as governance and leadership, business growth and financial management. The ILO also runs training programmes for specific types of cooperatives, such as the **My.Coop** package for the management of agricultural cooperatives or the **ApexFinCoop** package for apex organizations of financial cooperatives.

MSMEs:

- **Start and Improve Your Business (SIYB)** is a start-up and management-training programme with the focus on helping entrepreneurs to start and improve micro and small businesses. The programme consists of a set of interrelated training packages and supporting materials for different levels of business maturity – from generating a business idea to expanding and growing existing enterprises. In conflict and disaster settings, SIYB focuses on providing existing and aspiring entrepreneurs with a wide range of skills that will ultimately enable them to better respond to shocks and identify income-generating activities for rapid economic recovery. SIYB is the largest global programme of its kind, with over 300 certified master trainers, 65,000 trainers and more than 40 language versions.
- The **Community-Based Enterprise Development (C-BED)** programme applies a learning-without-a-trainer methodology, providing action-based group learning to develop business management skills.

Women entrepreneurs:

- The **GET Ahead for Women in Enterprise** training package and resource kit is for low-income women and men engaged in or wishing to start a small-scale business. It differs from conventional business training materials in that it highlights entrepreneurial skills from a gender perspective.

▶ Box 7.25. Livelihood recovery in Sichuan Province: (re)starting businesses through Emergency – Start and Improve Your Business (E-SIYB)

This E-SIYB project was launched in July 2008 after the earthquake in Sichuan Province, with the objective of contributing to livelihoods recovery in selected townships in the most affected parts of the Province. The intervention strategy was to re-establish small businesses that had been destroyed and set up new ones for those who lost their jobs.

The project provided Start Your Business and Improve Your Business training for 2,418 participants, enabling 88 per cent of them to start or restart businesses. Thanks to this high business start-up rate, the project provided 5.6 per cent of the total employment requirement of Sichuan Province. Women's participation in the business start-up training was over 50 per cent

While achieving its overall objective, the E-SIYB project had many other positive effects: creating positive attitudes, giving hope, and drawing the attention of policymakers, regulatory authorities, credit providers and international development agencies.

Source: Adapted by ILO/CRISIS from, Final Evaluation of Report of the Livelihood Recovery in Sichuan Province (re) starting businesses through Emergency –Start and Improve Your Business (E-SIYB) Project, ILO, 2009.

▶ Box 7.26. Leveraging the ILO's cooperative management tools for peacebuilding in the Central African Republic

The Think.Coop , Start.Coop and My.Coop – Managing your agricultural cooperatives tools were introduced to the Central African Republic (CAR) in 2018.

Representatives from national institutions, such as the Chamber of Agriculture, the Central African Agricultural Development Agency, the National Agency for Livestock Development, the Central African Vocational Training Centre and other agencies, were introduced to the tools and taught to deliver training using them via a training-of-trainers workshop. These national resource persons were familiarized with the values, principles, types, organizational structure and other basics of cooperatives, and will be rolling out training and providing other support to youth for setting up and managing cooperatives. These cooperatives will, in turn, be key vehicles for creating jobs and building peace and social cohesion. Further to the ToT workshop, in 2019 experts from the ACDA and the ANDE organized training sessions for their respective organizations, resulting in the training of over 45 young women and men, who were subsequently able to form their own cooperatives. In 2020, they received authorization (*agrément*) to operate in the building industry on the territory of the CAR.

The tools were introduced in the CAR under the framework of the "Peacebuilding and employment creation in Central African Republic " project, which aims to contribute to job creation for youth by addressing the root causes of economic, social and environmental vulnerability, and so help the CAR to break out of the vicious cycle of conflict and disaster.

Source: ILO COOP, 2020.

Tool 7.41 – Webpage: Start and Improve Your Business

Tool 7.42 – Guide: Start and Improve Your Business (SIYB) Implementation Guide, ILO, 2014

Tool 7.43 –Training Package: GET Ahead for Women in Enterprise Training Package and Resource Kit, ILO/Enterprise, 2004

Tool 7.44 – Webpage: Think.COOP - an orientation on the cooperative business model

Tool 7.45 – Manual: Think.COOP - an orientation on the cooperative business model, ILO, 2018

Tool 7.46 – Webpage: Start.COOP - a Step-by-step tool to start up a cooperative - Training Guide

Tool 7.47 – Manual: Start.COOP - a Step-by-step tool to start up a cooperative - Training Guide, ILO, 2020

Crisis-focused tools: Business continuity management and protection in pandemics

In addition to generic business management tools designed to enhance the resilience and sustainability of enterprises, several of the ILO's tools also aim to assist enterprises in preparing for and coping with crisis situations.

Business continuity is about keeping business activities going after an adverse event, using the human, material and financial resources available at the time. The business continuity management (BCM) tool consists in a guide and training modules that can be used in disaster-prone areas to consolidate the value chain and enhance preparedness for a disaster. BCM was used in particular during the avian influenza outbreak to train SMEs in the food-processing sectors on how to keep their businesses running.

In addition, during the outbreaks of avian influenza (2007-2010), the 2009 influenza pandemic and the 2014 Ebola epidemic, the ILO developed easy-to-use OSH checklists and training materials for small workplaces.

▶ Box 7.27. Support for business continuity planning in the Philippines after Typhoon Haiyan

Following Typhoon Haiyan in 2013, at the request of the Employers' Confederation of the Philippines (ECOP), the ILO engaged in a number of activities to develop disaster preparedness and business continuity planning. In particular, the ILO:

1. supported a needs assessment for the private sector,
2. piloted a low-cost BCP training course for SMEs, and
3. made recommendations for the development of a policy framework to support enterprises in preparing for disasters.

This work prepared the ground for wider, more structured engagement on the part of the ILO in disaster risk reduction (DRR) and disaster risk management (DRM) in the Philippines.

Source: ILO Asia Regional Office, DWT Team

Tool 7.48 – Guide: Multi-hazard Business Continuity Management, ILO/CRISIS, 2011

Tool 7.49 – Manual: Protecting Your Employees and Business from Pandemic Human Influenza Action Manual for SMEs on Avian and Human Influenza in the Workplace, ILO Subregional Office for East Asia, 2009

Support for enterprise formalization

In fragile countries, many enterprises are informal in nature and those that operate in the formal economy may be at risk of sliding into informality.

The absence of a strong legal, regulatory and institutional framework that facilitates formalization and compliance with the law, and puts in place relevant support programmes, makes economic units and the workers they employ particularly vulnerable. Evidence-based enterprise formalization measures can address these constraints and may have the combined effect of making formalization easier and more attractive, while increasing enterprise productivity.

Tool 7.50 – Brochure: Enterprise formalization product offer brochure, ILO, 2017

Tool 7.51 – Course: Self-guided online course on enterprise formalization, information note, 2020

Tool 7.52 – Brief: Enterprise Formalization: An Introduction, Thematic Brief No. 1, 2021

Guidance and good practice relating to multinational enterprises

The **Tripartite Declaration of Principles concerning Multinational Enterprises and Social Policy (MNE Declaration)** is the only ILO instrument that provides direct guidance to enterprises (multinational and national) on social policy and on inclusive, responsible and sustainable workplace practices. Its principles are founded on principles contained in international labour standards and are directed at governments, social partners and enterprises. It aims to encourage the positive contribution multinational enterprises can make to economic and social progress and to minimizing and resolving the difficulties to which their operations may give rise. The ILO's MNE Declaration was most recently revised in 2017 to take into account more recent developments, including the UN Guiding Principles on Business and Human Rights and the 2030 Agenda for Sustainable Development. To stimulate uptake of its principles by all parties, the ILO Governing Body also adopted a set of operational tools listed in its Annex II.

R205 references the ILO's MNE Declaration by name and specifies that incentives should be created "for multinational enterprises to cooperate with national enterprises in order to create productive, freely chosen employment and decent work and to undertake human rights due diligence with a view to ensuring respect for human and labour rights, taking into account the Tripartite Declaration of Principles concerning Multinational Enterprises and Social Policy". It also specifies that actions taken to prevent and mitigate adverse effects might include "business continuity management in both the public and the private sector, taking into account the Tripartite Declaration of Principles concerning Multinational Enterprises and Social Policy (...)".

The ILO raises awareness of the MNE Declaration and its principles, builds the capacity of its constituents and assists them in promoting the Declaration at the country level. It supports and facilitates dialogue between the parties (including MNEs' home and host countries, enterprises and the social partners).

Company managers and workers, government agencies, employer and business membership and workers' organizations and other stakeholders can contact the ILO Helpdesk for Business to receive free and confidential assistance on how to align business operations with the principles of the MNE Declaration and international labour standards. In response to joint requests, the ILO also facilitates dialogue between companies and unions on the application of the principles of the MNE Declaration, thus providing a neutral ground for discussing issues of mutual concern.

Tool 7.53 – Policy Document: Tripartite Declaration of Principles concerning Multinational Enterprises and Social Policy, 5th edition, ILO, 2017

Tool 7.54 – Web Portal: MNE Declaration Web Portal (including links to e-learning module on the MNE Declaration)

Tool 7.55 – Helpdesk Website: ILO Helpdesk for Business website and direct assistance service

▶ Box 7.28. Engaging multinational enterprises in job creation in Cote d'Ivoire

As the economy of Côte d'Ivoire slowly recovers after a long period of crisis, building a bright future for the younger generation is crucial. While the increasing number of multinational enterprises (MNEs) operating in the country is a promising source of local job creation, it remains largely untapped. Since 2010, the ILO has been providing assistance to the country, building on the recommendations of the MNE Declaration. The ILO has been involved in various assessments, including a survey of 30 multinationals and ways in which they could create more and better jobs for youth. It has also fostered public–private dialogue by establishing of a multi-stakeholder task force and a high-level policy dialogue on how to translate the commitment to youth employment into action. In practice, it has helped to link labour demand and supply by carrying out skills mapping and setting up internship and training programmes for youth, which in many cases have led to permanent employment. The country has designated three national focal points for the promotion of the ILO MNE Declaration as encouraged in Annex II of the instrument and has developed a national action plan for its promotion.

For more information: www.ilo.org/mnedeclaration. Source: ENT/MULTI

▶ Box 7.29. The Sierra Leone Local Content Agency joins hands with the Ministry of Labour, employers and workers as national focal points to promote the ILO MNE Declaration in Sierra Leone

In July 2019, Sierra Leone officially appointed four focal points for the promotion of the MNE Declaration and the application of its principles from the Ministry of Labour and Social Security, the Sierra Leone Local Content Agency, the Sierra Leone Employers Federation and the Sierra Leone Labour Congress. These nominations were the result of tripartite consultations and reflect the interest of the Ministry of Labour and the social partners to collaborate and ensure strong synergies with the work of the Sierra Leone Local Content Agency, a specialized semi-autonomous agency of the government of Sierra Leone charged with the responsibility to implement the Local Content Agency Act 2016. The agency and government's key priority and strategic focus is skills development and strengthening the capacity of local enterprises and its citizens for the enhancement of livelihoods as formulated by the government of Sierra Leone's medium term National Development Plan of 2019 – 2023. The Agency aims to ensure that there are sufficient linkages between Foreign Direct Investment and the local economy.

For more information: www.ilo.org/mnedeclaration. Source: ENT/MULTI

7.2.5. Fundamental principles and rights at work

The realization of fundamental labour rights in fragile situations is a necessity and a matter of (re-) establishing good governance. Respect for basic labour rights functions as a barrier against the exclusion, domination and lack of social justice that may have precipitated a conflict and now threatens to provoke a fresh outbreak. Promoting freedom of association and social dialogue in fragile situations enables effective interchange and contributes to participative democratic reconstruction. Independent employer and business membership and workers' organizations, with ILO support, can play a significant role in the democratic transformation of a country.

Giving full consideration to the four fundamental principles and rights at work – the abolition of child labour, the elimination of forced or compulsory labour, freedom of association and the effective recognition of the right to collective bargaining, and the elimination of discrimination in respect of employment and occupation – is essential in crisis situations. On the one hand, workers and the general public are more vulnerable than usual in situations of fragility, conflict and disaster. On the other, it is essential to be aware of underlying issues relating to the application of these conventions, and to labour and human rights in general, especially in rapid-onset crises. This is vitally important, as responses to crises should not simply aim to re-establish the status quo, but to "build back better" and improve the situation where rights are concerned.

A strategy to promote fundamental principles and rights at work in fragile situations has a twofold purpose. It should:

1. assist ILO constituents, in close co-operation with ILO field offices, in promoting fundamental labour rights in fragile situations, and
2. leverage the opportunities provided by international partnerships and inter-agency initiatives to sustain progress towards the realization of fundamental labour rights.

These principles can also be used to initiate dialogue among stakeholders, especially among social groups divided by conflict, which may facilitate consensus building.

The FUNDAMENTALS Branch of the ILO is experienced in implementing integrated programmes in the areas of public policy and governance, partnerships and advocacy, empowerment and protection, and knowledge and data. Initiatives of this kind contribute to the creation of an enabling environment for the establishment, restoration and strengthening of workers' and employer and business membership organizations, as well as for the promotion of freedom of association and collective bargaining, and a culture of social dialogue. The measures can also contribute to preparedness and mitigation efforts, especially by enhancing the resilience of the most vulnerable groups, including workers and children under threat of persecution or subject to discrimination, exploitation and other forms of oppression.

▶ Box 7.30. Combating human trafficking in the aftermath of Typhoon Haiyan

As part of their support in the aftermath of super-typhoon Haiyan in the Philippines in November 2013, the ILO and IOM's interventions focused on understanding and reducing the risk of human trafficking for forced labour.

Prior to super-typhoon Haiyan, the Eastern Visayas was already one of the poorest and most trafficking-prone regions of the Philippines. The calamity increased the physical, social and economic insecurity of vulnerable populations. Traffickers preyed on displaced men, women and children, many of whom were struggling to cope with the death of family members and the destruction of their houses and livelihoods.

To increase livelihood opportunities, promote safe migration and meet affected people's immediate needs for housing in Haiyan-affected areas, the ILO and the IOM provided support in the form of shelter construction and camp coordination, emergency employment in the initial phase, enterprise and skills development in the longer term, and support to the Government's efforts to combat human trafficking.

Research on trafficking in the aftermath of the disaster was also carried out jointly by the IOM and the ILO. Their study revealed that there had been an increase in the reporting of human trafficking in the Haiyan-affected areas. The IOM and ILO's programmes had helped reduce the negative coping strategies of affected populations, but continuing challenges may have increased vulnerability to human trafficking (due, for instance, to family separation triggered by prolonged displacement). The report's recommendations – equally applicable in similar contexts – included increasing sustainable livelihood opportunities and providing shelter for victims of human trafficking and illegal recruitment; building upon and enhancing pre-Haiyan and current livelihood strategies; and improving labour conditions in sectors where there is a high incidence of labour exploitation and illegal recruitment.

Source: Impact of Livelihood Recovery Initiatives on Reducing Vulnerability to Human Trafficking and Illegal Recruitment: Lessons from Typhoon Haiyan, ILO and IOM, 2015.

▶ Box 7.31. Combating child labour in the context of the Syrian refugee response

In situations of conflict or disaster, children may easily become victims of trafficking, sexual exploitation, recruitment into the armed forces, and other worst forms of child labour, with detrimental consequences for their dignity, well-being and future development.

As part of its work on fundamental principles and rights at work, the ILO works to eliminate child labour through its IPEC+ flagship programme and other technical cooperation projects. In the context of the Syrian refugee response, the ILO has been engaging in the fight against child labour among both host and refugee communities in Lebanon. The work has included:

- strengthening the capacity of local NGOs to provide services for children at risk or, in the case of child labour, implementing the ILO's "Supporting Children's Rights through Education, Arts, and the Media" (SCREAM) methodology;
- supporting the security services, labour inspectors, social workers and community leaders in responding to child labour among refugees and residents;
- protecting 10,000 children under 16 who are involved in, or at risk of entering, the worst forms of child labour by directly and indirectly targeting their households (70 per cent Syrian, 30 per cent Lebanese), and
- targeting farmers and workers in the leafy-greens and potato sub-sectors to raise awareness of the effects of child labour on children's well-being and propose preventive actions to reduce child labour in agriculture, as well as on the streets.

Source: ILO, Lessons Learned and Emerging Good Practices of ILO's Syria Crisis Response in Jordan and Lebanon, Beirut, 2018.

Tool 3.5 – Declaration: ILO Declaration on Fundamental Principles and Rights at Work, ILO, 1998

Tool 7.56 – Strategy: Integrated Strategy on Fundamental Principles and Rights at Work 2017-2023. ILO Fundamental Principles and Rights at Work Branch (FUNDAMENTALS), 2019

Tool 7.57 – Webpage: ILO Web Portal on Child Labour

Tool 7.58 – Webpage: ILO Web Portal on Discrimination at Work

Tool 7.59 – Webpage: ILO Web Portal on Forced Labour

Tool 7.60 – Webpage: ILO Web Portal on Freedom of Association and the Right to Collective Bargaining

7.2.6. Labour standards and labour administration

Labour administration, defined by the ILO Labour Administration Convention, 1978 (No. 150) as "public administration activities in the field of national labour policy", is an essential means whereby governments fulfil their responsibilities relating to labour and social issues, and support the application of international labour standards through national law and policy.

Labour administrations exist in most countries around the world; however, many of them face financial and material difficulties, even in circumstances of peace and stability. In countries affected by fragility, conflict or disaster, the challenges they face are even greater. Labour administration, including labour inspection,[82] is already weak in such contexts and, in emergency situations, labour issues risk being overlooked. There are cases of laws – including labour law – being suspended in crisis situations. However, when labour law is not enforced, it may allow those who profit from conflict or disaster to act with impunity, violating legal constraints on forced labour, child labour, the trafficking of children or workers and exposure to hazardous working conditions.

82 A core component of labour administration is labour inspection, which in is governed by Conventions No. 81 and No. 129.

In such contexts, restoring the rule of law so as to ensure protection for workers and a fair playing field for employers is essential. A key step in crisis recovery is therefore to ensure that labour legislation is in force and duly applied. At the same time, the process of recovery may provide an opportunity to review existing labour law so that it corresponds more appropriately to a new and developing situation.

In recovering from crisis situations, Recommendation No. 205 encourages Member States to consult with employer and business membership and workers' organizations to "review, establish, re-establish or reinforce labour legislation, if necessary"; to "ensure that labour laws support the generation of productive, freely chosen employment and decent work opportunities"; and to "establish, re-establish or reinforce, as necessary, the system of labour administration, including labour inspection and other competent institutions, taking into account the Labour Inspection Convention, 1947 (No. 81)". These actions aim to support labour-related institutions that enhance employability, social protection and other aspects of labour administration in helping affected communities to recover from crisis and enhance their resilience to future shocks.

▶ Box 7.32. ILO support for the Ministry of Labour in Southern Sudan

The ILO was an implementing partner of the CABIHRD ("Capacity Building Institutional Development and Human Resource Development") project run by the Public Services and Human Resource Development Department of the South Sudanese Ministry of Labour, and funded by the Multi-Donor Trust Fund (MDTF). A Memorandum of Agreement (MoA) between the MoLPSHRD and the ILO was signed in Geneva on 15 June 2007.

The project objectives included:

- enhancing the efficiency of public service institutions, systems (including communications and information systems) and personnel;
- ensuring more efficient labour market regulation and vocational-training capacity development.

The ILO's involvement included work to facilitate an internal revision of Labour Law and Vocational Training Policy within the Ministry of Labour, later with stakeholder consultation. By 2012, when the project ended, 1,220 officials from central and state governments had been trained in basic management and administration, a labour policy bill had been developed and the Southern Sudan Civil Service Commission had been established, as well as a GoSS email server and offices for labour administration and employment services in seven states.

Sources: "CABIHRD project (Sudan): ILO concise narrative report of activities: 2007–08", December 2008. "Independent Evaluation of the Multi-Donor Trust Fund - South Sudan (MDTF-SS)", July 2013.

▶ Box 7.33. Labour law reform in conflict-affected Nepal

In Nepal, years of armed insurgency and profound political instability had severely affected business and the industrial sector, and had dramatically slowed economic growth. The industrial relations environment had also been under tremendous pressure during the prolonged armed conflict.

Despite these challenges, employers' and the workers' representatives continued to be actively involved in social dialogue to reform labour law. At the request of the Government of Nepal and the social partners, the ILO began to provide technical support for labour market governance reform in around 2003, when the country was still ravaged by war.

A new Labour Act was finally adopted in 2017. It provides universal coverage in both the formal and informal sectors, including domestic work; contains comprehensive measures for the occupational safety and health (OSH) of workers; and envisions revising the minimum wage every two years. It is hoped that this new labour legislation will help to stimulate investment and economic growth, while ensuring fundamental principles and rights at work.

Sources: ILO Labour Administration, Labour Inspection and Occupational Safety and Health Branch (LABADMIN/OSH), 2019

Tool 7.61 – Project Report: Capacity Building Institutional and Human Resource Development project (CABIHRD), Ministry of Labour, Public Service and Human Resource Development, 2009

Tool 7.62 – FAQ: ILO Standards and COVID-19 (coronavirus) FAQ - Key provisions of international labour standards relevant to the evolving COVID-19 outbreak, ILO NORMES, 2020

7.2.7. Occupational safety and health

In fragile, post-conflict and post-disaster situations, governments should promote and advance the right of workers to a safe and healthy working environment at all relevant levels, in collaboration with employers' and workers' representatives. Legal reforms and other developments should reflect ILO Convention No. 155 and Convention No. 187, as well as other ILO instruments relating to occupational safety and health (OSH), where consistent with national peacebuilding priorities.[83]

When developing their national programmes on OSH, governments should consult with the most representative employer and business membership and workers' organizations, and take into account national conditions and practice. They should pay particular attention to promoting such basic principles as:

- assessing specific occupational risks or hazards present in post-conflict and disaster situations (for instance land mines, polluted environments, outbreaks of infectious diseases or violence at work);
- combating occupational risks at source; and
- developing a national preventative safety and health culture that includes information, consultation and training.

In supporting post-conflict and disaster-affected countries, the ILO should carefully monitor post-emergency employment activities, during which beneficiaries may be exposed to multiple hazards. It is important to supply at least basic safety equipment, such as boots and gloves, establish appropriate OSH systems, and strengthen the capacities of all relevant public and private institutions. Action should focus on creating a preventative culture and on finding practical solutions.

83 Along with the 2002 Protocol to Convention No. 155, these are considered to be the key ILO instruments relating to OSH.

Vulnerable and informal economy workers should be given special consideration.

▶ Box 7.34. Occupational safety and health in the context of pandemics

Avian Influenza: During the period 2006–09, through its Influenza Action Programme, the ILO assisted governments, workers and employers in South-East Asia in strengthening their preparedness for a possible major disruptive event. Teams were set up in affected countries to provide policy advice to government authorities, constituents and SMEs on good practices where health, safety and good management were concerned. Knowledge and approaches were gradually refined, manuals were developed, and regional training courses were run in many countries, including Cambodia, Indonesia, Laos, Malaysia, Thailand, and Vietnam.

COVID-19: In the face of the COVID-19 pandemic, the ILO developed policy and technical tools to assist Member States in preventing and mitigating the occupational hazards associated with COVID-19, in particular to ensure a safe resumption of work. In the very early stages of the pandemic, an OSH checklist was issued in 20 languages, later complemented by sector-specific tools, policy guidance for a safe return to work, a manual for managing pandemic-related psycho-social risks, and a manual addressing the needs of SMEs. The World Day for Safety and Health promoted workplace measures to contain the pandemic and embedding related guidance in national OSH systems. A rapid needs assessment was developed to assist in defining immediate priorities for OSH support at country level. Interventions in more than 30 countries addressed the income-support needs of workers and the design and implementation of OSH policies, practical prevention and mitigation measures, public health, and capacity-building for tripartite constituents on risk management and emergency preparedness. The needs of particular groups of vulnerable workers, such as those in the informal economy, persons with disabilities and migrant workers, were also addressed.

Source: ILO/CRISIS 2012 and ILO LABADMIN/OSH 2020

▶ Box 7.35. OSH in the restoration of public infrastructure, utilities and public services

In crisis responses, the integration of OSH in the restoration of public infrastructure, utilities and public services is of critical importance. Key areas of work include:

- **mainstreaming and organizing injury prevention** within the larger recovery process, notably by assessing and strengthening the competencies and problem-solving skills of individuals wanting to engage in prevention, and strengthening the capacities of contractors and operators in managing the OSH aspects of the work they are hired to perform;
- **exploring ways of reinstating the local labour inspection authority** for control-specific functions. Depending on existing regulatory texts, a complementary and/or temporary OSH protocol (or decree), with which all stakeholders must comply, may be needed as recovery work is planned and organized.
- **securing worksites** (taking into account, for example, demolition, working at height and controlling vehicular traffic). This will entail establishing and implementing tailored OSH management systems and procedures for larger reconstruction worksites; working out practical solutions for managing rubbish removal and disposal; designing adequate yet affordable ladders, scaffolding and wheelbarrows using locally available materials; ensuring the safety of the electrical network; and ensuring the availability of sanitary installations and fresh drinkable water.
- ensuring from the start that women workers can participate in recovery works on an equal footing with men, and **preventing harassment and violence.**

Source: ILO LABADMIN/OSH 2021

Tool 7.63 – Training package: Development of a National Programme of Occupational Safety and Health – Training Module 0, ITC Turin, 2012

Tool 7.64 – Book: Protecting your employees and business from pandemic human influenza: Action manual for small and medium-sized enterprises, ILO, 2009

Tool 7.65 – Guide: Managing work-related psychosocial risks during the COVID-19 pandemic, ILO, 2020

Tool 7.66 – Policy Brief: A safe and healthy return to work during the COVID-19 pandemic, ILO, 2020

Tool 7.67 – Briefing Note: A Safe Return to Work: Ten Action Points, ILO 2020

Tool 7.68 – Report: In the face of a pandemic: Ensuring Safety and Health at Work, ILO, 2020

Tool 7.69 – Checklist: Prevention and Mitigation of COVID-19 at Work Action Checklist, ILO, 2020

Tool 7.70 - Checklist: Prevention and mitigation of COVID-19 at work for small and medium-sized enterprises Action checklist, ILO, 2020

Tool 7.71 – Policy Brief: Social dialogue on occupational safety and health in the Covid-19 context, ILO, 2020

7.2.8. Supporting social protection / social security[84]

Social protection, which covers basic risks (such as unemployment or health risks) over a person's lifetime, is a fundamental human right. Its implementation worldwide is, as the COVID-19 pandemic demonstrated in 2020, an essential strategy for protecting people, economies and livelihoods against the devastating effects of large-scale crises. This is particularly relevant now that the global risk posed by climate change is increasingly part of everyone's reality. Building adaptive or shock-responsive social protection systems contributes to reducing vulnerability, increasing resilience, and building social cohesion and stability. Today, the capacity of states and international actors, including humanitarians, to design and implement timely crisis response and recovery measures relies in part on the ability of national social-protection systems to reach the population in its entirety, and to develop inclusive, adequate and scalable approaches.

84 Within the context of inter-agency social protection assessments (ISPAs), social protection refers to the set of policies and programmes aimed at preventing or protecting all people against poverty, vulnerability and social exclusion throughout their lifecycles, with a particular emphasis on vulnerable groups. Social protection can be provided in cash or in kind, through non-contributory schemes, providing universal, categorical, or poverty-targeted benefits such as social assistance, contributory schemes – with social insurance being the most common form – and by building human capital, productive assets and access to jobs (https://ispatools.org/tools/CODI-What-Matters.pdf).

▶ Box 7.36. Social protection floors: a human right and a socio-economic necessity

The social protection floor concept is vested in the notion that social protection is a human right, enshrined in Articles 22 and 25 of the Universal Declaration of Human Rights (1948), Article 9 of the International Covenant on Economic, Social and Cultural Rights (1966), and other major United Nations human-rights instruments.

In 2012, the ILO's 185 Member States consensually adopted the Social Protection Floors Recommendation (No. 202) agreeing that social protection was a socio-economic necessity and that urgent action was required to plug existing social-protection gaps. This need has been further recognized by the G20, the OECD, the EU, ASEAN, the G7+ and many other bodies, and has more recently been included in the SDGs (1, 4, 5 and 10) as a key element for achieving sustainable development.

Source: www.social-protection.org

However, only 45 per cent of the global population are effectively covered by at least one social protection benefit, while the remaining 55 per cent – as many as 4 billion people – are unprotected. These coverage gaps are determined by significant funding gaps. In order to fulfil the global community's commitments to extend coverage, as set out in the ILO's Social Protection Floors Recommendation, 2012 (No. 202) and targets 1.3 and 3.8 of the SDGs (on social protection and universal health coverage respectively), developing countries would need to invest an additional US$1.2 trillion to close the annual social protection funding gap in 2020.

Following the temporary social protection measures countries have adopted in response to a crisis, they and their partners now face a choice: either to continue to expand and institutionalize social protection, or to limit their efforts to minimalist "safety nets", leaving large gaps in protection. In the long run, a new level of investment is needed, which is more consistent in building systems, particularly with regard to partnerships, capacities and technologies, and based on the principles of social dialogue, accountability and solidarity. The mainstreaming of social protection strategies designed to respond to large-scale crises calls for innovative approaches to sustainable financing from both national and global perspectives.

Speeding up recovery: short and long-term effects of social protection

Social protection has significant potential to transform short-term humanitarian interventions into development processes leading to resilience, peace, stabilization and economic growth in countries in crisis. That is the spirit and goal of the humanitarian reform enshrined in the Grand Bargain,[85] which aims to link cash transfers to social protection across the Humanitarian-Development-Peace Nexus (SPaN).[86]

Experience shows that countries with more adequate social protection systems, and in particular social protection floors guaranteeing at least access to essential health services and basic social protection for all, are better equipped, both at the macro and at the household and community levels, to absorb shocks, because such systems act as a buffer, increase resilience and facilitate a more speedy recovery.

In the short term, cash or food transfers and access to health services alleviate basic and immediate human needs. Where national capacities exist, channelling these emergency benefits through existing social protection systems reduces the time it takes to deliver life-saving assistance and the associated administrative costs. At the same time, building on existing social registries not only avoids duplication but increases accountability and transparency, and tends to reduce inequality. Similarly, by utilizing existing delivery systems, international funding can serve to reinforce – rather than replace – national

85 "A unique agreement between some of the largest donors and humanitarian organizations, which have committed to getting more means into the hands of people in need and to improving the effectiveness and efficiency of humanitarian action." https://interagencystandingcommittee.org/grand-bargain

86 European Commission, Tools and Methods Series - Reference Document No 26: *Social Protection across the Humanitarian-Development Nexus. A Game Changer in Supporting People through Crises*, 2019.

capacities, while strengthening and extending social protection systems.

For the medium and longer-term, the principle of "building back better" applies. National social protection systems, including floors, have a crucial role to play in this respect. Developing social protection systems and establishing floors will not only help to improve the livelihoods of poor and vulnerable households and individuals, it will also strengthen the resilience of societies and reinforce the capacity to absorb future disasters.

▶ Box 7.37. A path to socio-economic recovery: social protection in post-Ebola strategies

The Ebola crisis exposed the fragility of social protection systems in the affected countries, particularly in coping with health-related shocks and emergencies. The lack of adequate social protection, in terms of access to essential health care and basic income security, for the general population and for particular vulnerable groups, exacerbated the socio-economic consequences of the Ebola epidemic in Liberia, Guinea and Sierra Leone.

In the aftermath of the humanitarian response, the ILO proposed a programme to support the three Ebola-affected countries focused on five areas of intervention: (1) creating decent employment through employment-intensive investment programmes; (2) strengthening social protection systems to achieve universal coverage; (3) establishing a consensus on national priorities through social dialogue; (4) increasing benefits and improving access to basic services; (5) promoting a culture of prevention through OSH programmes. The programme was first launched in 2016 in Guinea, with the aim of supporting the socio-economic recovery process and equipping national institutions and capacities to cope with future shocks.

Source: ILO: Recovery of the World of Work in Guinea, Liberia and Sierra Leone

Tool 7.72 – Brochure: Recovery of the World of Work in Guinea, Liberia and Sierra Leone, ILO, 2015

▶ Box 7.38. Helping victims of Typhoon Haiyan access social and health protection

Typhoon Haiyan struck the Philippines in 2013, claiming over 7,000 victims and affecting millions of livelihoods. The ILO worked with the Government of the Philippines to implement an emergency employment and livelihood rebuilding programme, and help communities "build back better". The ILO was able to build on its previous work in response to other disasters in the Philippines, including several other storms, typhoons, earthquakes (for example, tropical storm Washi in 2011 and Typhoon Hagupit in 2014).

The ILO provided support in carrying out the PDNA. As a result of the ILO's efforts to promote an integrated "decent work" approach, workers involved in the emergency public employment programmes were given access to social protection. The ILO provided technical and financial assistance to the government to ensure that beneficiaries of the Philippine Department of Labor and Employment's (DOLE) Integrated Livelihood and Emergency Employment Programme (DILEEP) were not only paid at the prevailing regional minimum wage, but also given access to health insurance through the national PhilHealth programme, accident insurance through the Government Service Insurance System (GSIS), guidance on OSH and personal protective equipment, as well as access to training-for-work scholarships. PhilHealth and GSIS contributions were paid by the Government.

DILEEP benefitted 79,655 affected workers. Ninety per cent of the beneficiaries increased their incomes, while 45 per cent were able to generate employment from their livelihood projects. Additionally, 417,009 informal sector workers supported by DILEEP between 2010 and 2014 are now self-employed and earning from their ventures. DILEEP has further helped to rehabilitate communities and encouraged and trained people to build sustainable community-based enterprises through the efficient use of locally available resources and raw materials. It has also developed awareness of social security by enrolling the beneficiaries in PhilHealth and GSIS, while also introducing them to OSH.

Lessons learned:

- Social protection systems combined with employment programmes can help build the resilience of populations at risk from disasters.
- DILEEP promotes a comprehensive approach to decent work for workers in the informal sector. Beneficiaries are paid at the prevailing regional minimum wage, registered for social security and health insurance, and trained in workplace safety.
- Pre-existing social protection capacity and employment programmes can improve the readiness and ability of countries to set up emergency measures and reconstruction programmes in the event of disasters.

Source: ILO: DOLE's Integrated Livelihood and Emergency Employment Programme

Tool 7.73 – Factsheet: DOLE's Integrated Livelihood and Emergency Employment Program, ILO, 2017

Social protection floors: a framework for concerted multi-sectoral action

Social protection floors (SPFs) are nationally defined sets of social protection measures that aim to guarantee at least access to essential health care and basic social protection for all. Having a national social protection strategy or policy that aims to establish a national social protection system is useful in that it provides a short, medium and longer-term planning framework, especially if specific capacities have been built in to shock-proof the system, allowing for rapid extension both horizontally (extension of coverage to unregistered beneficiaries) and vertically (increase in the services provided by the coverage).

The SPF approach is a comprehensive one, which can benefit from the involvement of a wide range of national and international, public and private-sector stakeholders with expertise in different sectoral areas and technical fields (health, education, finance, employment, agriculture, women). In many countries, the ILO takes the lead or works under the banner of the SPF Crisis Initiative (WHO, UNICEF, UNDP, WFP, FAO, IMF, World Bank, etc.). The SPF framework thus provides the institutional platform and information base for responding rapidly and effectively to future calamities, especially if it also includes actors and institutions specialized in disaster risk reduction, humanitarian response and adaptation to climate change.

▶ Box 7.39. An ABND exercise: towards a social protection floor in Myanmar

In 2013, the Government of Myanmar requested support from the UN and the WB support in formulating a national social protection strategic plan for the country. In this context, an Assessment Based National Dialogue (ABND) exercise was conducted in support of the elaboration of the national strategic plan.

Step 1: Assessment matrix and consultations (March – June 2014)
An assessment matrix was developed with all stakeholders involved in social protection in Myanmar, involving consultations and a national dialogue workshop.

Step 2: Costing of the priority recommendations (July – September 2014)
The cost of the proposed social protection scenarios was estimated using the ILO Rapid Assessment Protocol (RAP). A national dialogue workshop on the costing of scenarios served as a basis for discussions on the available fiscal space, government budget reallocations and the prioritization of different policy options.

Step 3: Endorsement of the recommendations (October – December 2014)
The final report was shared with the government for adoption. Both the process and the policy recommendations in the final report fed into the Government's new strategic plan and a number of concrete steps to extend social protection were taken. These involved a universal health coverage (UHC) scheme, a social pension scheme, computerization and institutional capacity-building.

Source: ILO: Social Protection Based National Dialogue: Towards a nationally defined SPF in Myanmar, in: http://www.social-protection.org/gimi/gess/ShowRessource.action?ressource.ressourceId=52460 and http://www.social-protection.org/gimi/gess/ShowProject.action?id=3010.

Immediate assistance through social protection in the emergency phase

In the short term, when social protection systems are not in place or are very weak, cash or food transfers can alleviate basic and immediate human needs. It is nevertheless important to link up as much as possible with existing public schemes and coordination mechanisms.

The following are measures that can help to provide short-term (emergency) relief:

- financial injections through existing cash-transfer programmes, providing assistance to vulnerable groups in affected districts (households with children, senior citizens, single women, people with disabilities and endangered ethnic minorities);

- facilitate access to health care services (the demand side linked with the supply side, financing options, work force, etc.);
- introduce (new) or scale up (existing) emergency or school feeding programmes, as these provide relief for the hardest-hit families;
- introduce (new) or scale up (existing) child grant programmes in the affected districts.

▶ Box 7.40. Social protection for resilience, inclusion and development during the COVID-19 pandemic

Catastrophic events such as the COVID-19 pandemic highlight the need for strengthening social protection schemes and establishing social protection floors, which can be designed as part of a national disaster preparedness strategy for responding effectively to protection needs in the wake of shocks. These initiatives also have long-lasting impacts on human capital development and the prevention of poverty and social exclusion. Universal access to health care helps prevent the spread of epidemics. Basic income security for those in need facilitates access to nutrition, education and care, and contributes to the development of a productive workforce. Social protection is therefore both a source of resilience and a base for inclusive growth and development.

Source: ILO, Social Protection and Climate Change and Social Protection Monitor on COVID-19, 2016

Tool 7.74 – Guide: Social Protection Assessment Based National Dialogue, 2013

Tool 7.75 – Report: 100 years of social protection: The road to universal social protection systems and floors Volume I: 50 country cases, ILO 2019

Tool 7.76 – Report: Impact of Livelihood Recovery Initiatives on Reducing Vulnerability to Human Trafficking and Illegal Recruitment: Lessons from Typhoon Haiyan, ILO Country Office for the Philippines, 2015

Tool 7.77 – Report: Real Life, Real Challenges, Real Protection Life Stories of Worker-beneficiaries and Experiences in Social Protection Availment, ILO Country Office for the Philippines, 2015

Tool 7.78 – Factsheet: The role of social dialogue in formulating social protection responses to the COVID-19 crisis, Social Protection Spotlight COVID-19, ILO 2020

7.2.9. Tripartism, social dialogue, employer and business membership and workers' organizations

Social dialogue is a driver of economic and social resilience, competitiveness, stability, and inclusive growth and development. It is a key governance instrument that fosters democratic participation, reconciliation, peace consolidation, social justice, conflict prevention and the strengthening of national economies. Globally, partnerships between social partners can support good governance, and peace and stability, and can boost economic and social progress. Even when countries experience disruptive situations, such as pandemics, extreme weather events, conflicts or social unrest, the individual and collective efforts of social partners can contribute to improved stability and inclusive economic, social and political development.

Social dialogue includes all types of negotiation, consultation and exchange of information between or among representatives of governments, workers and employers on issues of common interest in the areas of economic, labour and social policy. It can take place at the international, national, sectoral and enterprise levels. Social dialogue is, of course, a guiding principle of the ILO's work in all fields, including in crisis preparedness, response and recovery. To help meet the needs of the entire population, especially the most vulnerable, social and economic stability, recovery and resilience should be promoted through effective social dialogue in all its forms, based on respect for freedom of association and the effective recognition of the right to collective bargaining.

Recommendation No. 205 calls for measures to be developed and promoted through gender-inclusive social dialogue and for Members to recognize the vital role of workers' organizations and employer and business membership organizations (EBMOs) and in crisis response, taking into account ILO Conventions No. 87 and No. 98.

In times of crisis, EBMOs and workers' organizations may well face challenges. Where EBMOs are concerned, the private sector may, for example, face difficulties in coordinating and engaging with government on immediate response and rebuilding efforts. Poor infrastructure and utilities damage business efficiency, and the risks associated with fragility reduce business growth. Similarly, workers' organizations are often weakened in fragile settings and during crises. In conflict settings, social partners also sometimes find themselves involved in political dynamics and aligned with one or more parties to the conflict.

Despite these challenges, EBMOs and workers' organizations play a critically important role in preventing and responding to crises. For example, the private sector is known for delivering immediate humanitarian assistance in the aftermath of disaster, such as restoring power lines and communications. As representatives of and service providers for the private sector, EBMOs can advocate for peace and stability with the government, support their members with business contingency planning and access to finance in difficult times, and promote inclusive, neutral and safe workplaces. Similarly, workers' organizations have an important role in informing union members on the role of social dialogue in crisis situations, lobbying for workers' rights, raising awareness of possible violations in times of crisis, raising the awareness of different groups of workers (e.g. refugees) in respect of their rights, providing services specific to the crisis, or responding to emergencies by mobilizing their membership. In the case of both types of organization, their convening ability, power and lobbying capacity, as well as the services they provide, make them key players in preventing and responding to crises.

It is important to note that governments play a critical role in providing an enabling environment for social dialogue by establishing appropriate legal and institutional frameworks based on international labour standards. To be effective, social dialogue must be supported by a strong and efficient labour administration.

The involvement of independent and representative EBMOs and workers' organizations is one of the advantages the ILO brings to this work, as it includes those on the frontline of crisis situations and brings out their experience and the unique contribution they can make to crisis response. When the ILO's constituents have been weakened, early action needs to be taken to create an enabling environment for the establishment, restoration or strengthening of EBMOs and workers' organizations.

Promoting meaningful social dialogue and the participation of social partners (at all levels) in crisis preparedness, and in the design and implementation of policies to promote social justice, is indispensable. Social dialogue in all its forms can also help to ensure that measures taken during the recovery phase are beneficial to workers, employers and society generally. The COVID-19 crisis served as a wake-up call concerning the need for more social dialogue in times of crisis. In many countries, bipartite or tripartite dialogue led to effective responses to substantive issues: workers' organizations supporting corporate cost-cutting measures to maintain employment and lobbying successfully for the protection of vulnerable workers; businesses undertaking to retain as many workers as possible despite the economic uncertainty; and government providing financial support to employers and extending social protection for affected workers.

▶ Box 7.41. EBMOs responding to disaster in New Zealand

Following the earthquakes in 2010–11, the Canterbury Employers' Chamber of Commerce (CECC) in Christchurch, New Zealand, collaborated with the Canterbury Development Corporation (CDC) to support the recovery of business. This collaboration led to the establishment of a public–private partnership, "Recovery Canterbury", a temporary disaster recovery organization that aimed to achieve four goals: help Canterbury business survive, revive and thrive post-earthquake; accelerate business recovery and enhance business capability for future growth; provide a mechanism to connect government support to business effectively; and maintain economic activity in the region. By the end of its operation in April 2013, Recovery Canterbury had offered a range of services to over 7,000 earthquake-affected businesses, distributed NZ$6.1 million in grants, saved 617 jobs and kept NZ$39 million in the economy.

Source: ILO Bureau for Employers' Activities (ACT/EMP), 2019

▶ Box 7.42. Peace consolidation by workers' organizations in Guinea

Under the Mano River Peace Initiative, the Guinean trade unions approached the ILO with a request to enhance their social dialogue capacities so they could contribute to conflict prevention and resolution. The ILO Crisis Team together with the Bureau for Workers' Activities (ACTRAV) and the National Confederation of Workers of Guinea (CNTG), held a joint seminar in Conakry, from 4 to 8 July 2011, on the prevention and management of armed and violent conflicts.The aim of the workshop was to develop resolutions and recommendations on the role of the trade unions in monitoring attacks and their consequences in local and regional administrations along the border, revising national labour laws, and integrating conflict prevention and resolution into vocational training and education programmes.

The final recommendations from the workshop for conflict-sensitive programming included:

- Post-conflict impact assessments to support the integration of preventive measures, in order to be better prepared against future shocks;
- Participation of key stakeholders, including ILO constituents, to ensure their ownership of the programming process.

In the run-up to the crucial legislative elections of 2011 and the final phase of the country's transition, this seminar enabled the participants to share their knowledge with the authorities concerning the prevention and management of conflicts in Guinea.

Source: ILO DEVINVEST, Le rôle des syndicats dans les Etats fragiles en matière de prévention et de gestion des conflits et la consolidation de la paix – Leçons apprises de l'expérience de la Guinée, 2017

▶ Box 7.43. Social dialogue for peace: employers and workers collaborating for stability in Tunisia

In Tunisia, social dialogue helped prevent serious political and social unrest, which could have escalated into a full-blown crisis in the wake of the Arab Spring.

A key element of Tunisia's popular uprisings in 2011 was a group of four societal institutions that decided to work together to bring about constitutional change. It involved the Tunisian General Labour Union (UGTT), the Tunisian Confederation of Industry, Trade and Handicrafts (UTICA), the Tunisian Human Rights League and the Tunisian Order of Lawyers. The social contract signed by the tripartite constituents in 2013 was instrumental in paving the way for improvements in the areas of labour law, labour relations, employment policy, social protection and vocational training. As provided by the social contract, a law on the establishment of a National Council for Social Dialogue was adopted in 2017 and subsequently operationalized with the creation of the Council in 2018.

The contribution of social dialogue to peace and stability was recognized by the Nobel Prize Committee, when it awarded the 2015 Nobel Peace Prize to the Tunisian National Dialogue Quartet.

Source: ILO Bureau for Workers' Activities (ACTRAV), 2019 and Social Dialogue and Tripartism Unit (DIALOGUE), 2019

▶ Box 7.44. Establishment of a tripartite COVID-19 taskforce in Sri Lanka

An ad hoc tripartite taskforce on COVID-19 was established in Sri Lanka to make recommendations on safeguarding the interests of workers and employers and to facilitate social dialogue. This taskforce led to a tripartite agreement between the Employers' Federation of Ceylon (EFC), trade unions and the Ministry of Skills Development, Employment and Labour Relations.

The agreement calls upon employers to:

- pay wages for days worked based on the basic salary,
- for any days not worked, either to pay at the rate of 50 per cent of the basic wage or to pay Rs 14,500/ (whichever is higher).

In addition to ensuring that full salaries would be paid for workers (for March and April), this agreement represented a rare occasion where all stakeholders agreed on a fixed minimum wages at national level.

Source: ILO ACT/EMP, 2020

▶ Box 7.45. Securing safe working conditions and continuous business operations through a negotiated agreement in Colombia

In Colombia, hundreds of workers on the largest banana plantations in Urabá decided to stop working in response to what they perceived as unsatisfactory health and safety conditions in the wake of the COVID-19 pandemic. This prompted Augura (the banana producers' employers' organization) and SINTRAINAGRO (the agricultural workers' union) to negotiate and sign a Bio Security Protocol. The Protocol covers 22,000 workers in Urabá's banana plantations and contains provisions on OSH, including personal protective equipment, physical distancing during working hours and transport, hand-washing, and the cleaning and disinfection of work premises and equipment. Workers over 65 and those with pre-existing medical conditions are exempted from work for the duration of the containment measures. They will receive the legal minimum salary plus an eight per cent supplement after having exhausted their leave days for the current and the following period. Joint union–management health and safety committees are monitoring the implementation of the Protocol, which worksite visits have shown is being followed by the vast majority of plantations. The Protocol has enabled banana production for national and international markets to continue uninterrupted, while allowing over 900 vulnerable workers to stay at home and receive the benefits provided for in the agreement.

Source: ILO INWORK, 2020 (https://www.ilo.org/global/topics/collective-bargaining-labour-relations/publications/WCMS_749844/lang--en/index.htm)

Tool 3.1 – Report: Managing Conflicts and Disasters: Exploring Collaboration between Employers' and Workers' Organizations, ILO ACT/EMP and ACTRAV, 2020

Tool 7.79 – Working Paper: Multinational enterprise investment in conflict-affected zones in South-East Asia, ILO ACT/EMP, 2017

Tool 7.80 – Working Paper: Disaster Risk Reduction and Disaster Management in Myanmar: the Roles of Employer and Business Membership Organizations, ILO ACT/EMP, 2017

Tool 7.81 – Working Paper: Business and Peace in Sri Lanka: the Roles of Employer and Business Member Organizations, ILO ACT/EMP, 2016

Tool 3.3 – Working Paper: Enterprise Creation, Employment and Decent Work for Peace and Resilience: The Role of Employer and Business Membership Organizations in Conflict Zones in Asia, ILO ACT/EMP, 2016

Tool 7.82 – Report: A global survey of employer and business membership organizations: Inside impacts and responses to COVID-19, ILO ACT/EMP, 2020

Tool 7.83 – Guide: A quick reference guide to common COVID-19 policy responses, ILO ACT/EMP, 2020

Tool 7.84 – Guide: An employers' guide on working from home in response to the outbreak of COVID-19, ILO ACT/EMP, 2020

Tool 3.4 – Report: Leading business in times of Covid crisis: Analysis of the activities of employer and business membership organizations in the COVID-19 pandemic and what comes next, ILO ACT/EMP, 2021

Tool 7.85 – Guide: Safe return to work: Guide for employers on COVID-19 prevention, ILO ACT/EMP, 2020

Tool 7.86 – Report: An employers' guide on managing your workplace during COVID-19, ILO ACT/EMP, 2020

Tool 3.2 – Guide: Workers' Guide to Employment and Decent Work for Peace and Resilience Recommendation (No. 205), ILO ACTRAV, 2019

Tool 7.87 – Policy Brief: Recommendation No. 205 on Employment and Decent Work for Peace and Resilience: What Role for Trade Unions? ILO ACTRAV, 2018

Tool 7.88 – Working Paper: Le rôle des syndicats dans les Etats fragiles en matière de prévention et de gestion des conflits et la consolidation de la paix – Leçons apprises de l'expérience de la Guinée, ILO DEVINVEST, 2016

Tool 7.89 – Manual: Prevention and resolution of violent and armed conflicts: Training manual for use by trade union organizations, ILO CRISIS and ACTRAV, 2010

Tool 7.90 – Policy Brief: The need for social dialogue in addressing the COVID-19 crisis, ILO GOVERNANCE, 2020

Tool 7.91 – Brief: Employers and workers negotiating measures to prevent the spread of COVID-19, protect livelihoods and support recovery: A review of practice, ILO INWORK, 2020

7.3. Prevention, preparedness, recovery, resilience-building and sustaining peace – targeted interventions

The ILO aims to ensure that the design of recovery strategies is broad enough to address the needs of all population groups, particularly the most vulnerable. Programmes should be designed in collaboration with representatives of the groups themselves, taking into account their priorities, needs and potential contribution to carrying out different activities. In the past, it has often been assumed that vulnerable groups benefit automatically from development efforts and that progress towards equality of opportunity takes place naturally. However, experience shows that if a focus on issues affecting the most marginalized is not explicitly incorporated into the programming cycle, their position is likely to deteriorate rather than improve.

Targeted interventions for different groups and sectors are described in the sub-sections that follow.

Tool 7.92 – Guide: LED in post-crisis situations: Vulnerability Assessment and SWOT Analysis Tool (p. 186 and p. 191-194)

7.3.1. Gender equality

The following guidelines will assist in facilitating a gender-sensitive response:

- Set quotas for women's participation in special circumstances, where women are significantly more affected than men or where they face special constraints in accessing support and services. Similarly, allocate a percentage of budgets for all activities to address gender-specific needs.
- Except where circumstances require women-specific interventions, ensure when planning interventions that women have equal access.
- Involve female and male representatives equally on programme-planning, implementation and monitoring bodies to ensure that their respective needs and interests are understood and addressed. Include meetings with women and women's organizations in all incoming missions.
- Engage women as development agents at an early stage, and build on their capacities, including new capacities they have acquired during the crisis and which have proved effective.
- Eliminate occupational segregation. Give women job opportunities at all levels, especially in supervision and management, and in all fields, including construction and other traditional "male" occupations (by providing relevant technical and management training, credit schemes, etc.).
- Conduct gender analyses, establish gender baselines and indicators, disaggregate statistics, and incorporate community-based participatory statistics. Consult gender specialists to provide technical expertise concerning the overall programme strategy and response. Consider recruiting a local gender consultant and/or to consult with and/or involve other UN entities addressing women's and girls' needs (UNICEF, UN Women, UNDP, UNFPA).
- Provide gender-sensitive briefings to ILO consultants and staff involved in planning and programming. Include gender knowledge or programming experience as a criterion for recruitment. Ensure that consultants and staff have access to the gender tools and guidelines referred to in this section.
- When providing extension services, address credit programme constraints, such as the need for collateral and other limiting regulations.
- Where possible, introduce services such as access to child care, long-term care and basic health services, because social safety nets are important in preventing women from adopting dangerous and damaging livelihood strategies.
- Avoid viewing men's and women's roles in crises as adversarial, and ensure that you understand the nuances of masculinity in each situation. Communicate the benefits of women's empowerment and implement a strategy to gain men's support for such empowerment.
- When relevant and possible, create safe spaces for developing women's confidence and critical communication skills.

▶ Box 7.46. Training women to rebuild flooded communities in Mozambique

Women represented 87 per cent of all beneficiaries of an ILO project to counter the disastrous effects of floods in Mozambique. The project focused on rehabilitating local market places, supporting small-animal breeding, training in the use and maintenance of motor pumps and the making and repairing of agricultural tools, and training in sustainable local development and the elaboration of local projects. The project gave women the opportunity to take on new activities and roles.

Source: Gender in Crisis Response, ILO FACT Sheet, InFocus Programme on Crisis Response and Reconstruction, Recovery and Reconstruction Department, May 2003.

▶ Box 7.47. Improved gender relations among youth in Somalia

In Somalia, the joint Youth Employment Somalia (YES) and Youth for Change (Y4C) programmes, involving collaboration with UN partner agencies, show how gender equality can be mainstreamed into project design, as well as the benefits of this approach.

The YES programme aimed to contribute to sustainable employment creation while providing immediate livelihood opportunities for young men and women. It involved value chain development, capacity development through vocational and skills training, and the development of productive infrastructure through cash for work. The Y4C programme engaged youth who were involved or at risk of becoming engaged in violent activities, and provided them with training to improve their employability and with work in employment-intensive projects

Gender inclusiveness was an integral part of the YES and Y4C programmes. In a study of the impact of the programmes, it was found that they led to reduction in prejudices and gender stereotypes. Boys and girls were trained together and active engagement with the other sex was a part of both life skills and technical training courses. The training improved the quality of interactions between men and women. The proportion of programme beneficiaries who described their relationship with members of other sex as "good" or "very good" increased from 78 to 97 per cent, the increase being bigger for women.

Source: Floriana Borino and Catherine Saget, "Employment programs and conflict in Somalia", ILO Research Department Working Paper No.51, ILO 2019 (https://www.ilo.org/wcmsp5/groups/public/---dgreports/---inst/documents/publication/wcms_734237.pdf)

▶ Box 7.48. Decent work for women through infrastructure development in Jordan and Lebanon

The Employment Intensive Infrastructure Programme (EIIP) organized in Jordan and Lebanon aims to create short to medium-term employment opportunities for host community members and displaced Syrians by running infrastructure projects. In both contexts, the labour market is characterized by inequalities, among women generally and among Syrian refugees. Consequently, the programmes in both countries have an explicit gender focus.

The ILO project focuses on (i) improving rural infrastructure by adopting labour intensive methods and (ii) improving the employability and access to the labour market of Syrian refugees and Jordanians. The project aims to achieve an equal distribution of work between Jordanians and Syrians, with a minimum of 10 per cent of women and 3 per cent of persons with disabilities among the project participants. In Lebanon, the project focuses on job creation through labour-intensive infrastructure rehabilitation and improvement of rural roads, water catchments, cisterns and terracing. The project also aims to promote a system of speedy and transparent issuance of work permits for Syrian refugees. The programme has generated around 100,000 work-days so far, with approximately 10 per cent benefiting women and 2 per cent people with disabilities.

In Jordan, the project has achieved positive results in promoting gender equality and advancing the empowerment of both Jordanian and Syrian refugee women. The target of 10 per cent of women beneficiaries has been surpassed, with women accounting for 16 per cent of worker-days between the beginning of July 2016 and the end of November 2018. A survey of workers carried out in 2018 indicated positive impacts, not only in quantitative terms, but also with regard to such qualitative dimensions as wages, sanitary facilities and overall work quality.[87] More broadly, the project has overcome some of the deeply entrenched barriers to women's participation in public works, partly by demonstrating the impact that positive experiences of this kind can generate, partly as a result of targeted efforts to change regulations and incorporate gender equality provisions in public works agreements.

Lessons learned from these projects:

- Achieving mind-set changes among women, their families and communities, as well as policymakers in the relevant fields, is a critical step towards enabling women to apply for work in such projects.
- It is important to break down prohibitive regulations, for instance by working with the authorities to facilitate the issuance of work permits to women, especially in male-dominated occupations such as construction.
- It is necessary to address practical needs that would enable the project to achieve even more significant results in promoting women's employment, such as lack of transportation to and from the workplace, and the burden of family obligations.

Based on the experience gained, a key recommendation for similar projects is to adopt a multi-dimensional approach to mind-set change, addressing regulatory barriers, and designing and implementing a range of affirmative-action and practical-support mechanisms to facilitate women's employment.

Source: "Jordan: Advancing gender equality and supporting job creation among refugees and host communities through public works" and "Lebanon: Public works for women's empowerment, refugee livelihood promotion and host community development", Employment Intensive Investment Programme (EIIP) Policy Brief, March 2019.

87 ILO, Employment through Labour Intensive Infrastructure in Jordan, Phase I: Workers Survey, ILO, April 2018.

Tool 7.93 – Guidelines: ILO, Gender Guidelines for Employment and Skills Training in Conflict-Affected Countries, ILO Crisis, 1998

Tool 1.15 – UN resolution: UN Security Council Resolution 1325 on women, peace and security, 2000

Tool 7.94 – Guide: Good Practices in Promoting Gender Equality in ILO Technical Cooperation Projects, ILO Bureau for Gender Equality, 2007

Tool 7.95 – Guide: Gender mainstreaming strategies in decent work promotion: programming tools; GEMS toolkit, ILO Regional Office for Asia and the Pacific. – Bangkok: ILO, 2010

Tool 3.9 – Guide: Gender and Statebuilding in Fragile and Conflict affected States, OECD, 2013

Tool 3.11 – Guide: Gender Handbook in Humanitarian Action, IASC, 2018

Tool 7.96 – Report: Gender Equality and Women's Empowerment in Fragile and Conflict-Affected Situations: A Review of Donor Support, OCED, 2017

Tool 7.97 – Report: Engaging with Men and Masculinities in Fragile and Conflict-Affected Settings, OCED, 2017

Tool 3.12 – Policy Brief: The COVID-19 response: Getting gender equality right for a better future for women at work, ILO, 2020

Tool 7.98 – Report: Gender, Climate & Security: Sustaining inclusive peace on the frontlines of climate change, UNEP, UN Women, UNDP and UNDPPA/PBSO, 2020

Tool 3.13 – Policy Brief: A gender-responsive employment recovery: Building back fairer, ILO, 2020

7.3.2. Children

While UNICEF is the lead UN agency concerned with the protection of children, the ILO can make useful contributions.The ILO supports governments in:

- implementing strategies, policies and programmes that offer access to and delivery of social and health services to vulnerable and socially excluded households, hard-to-reach children, and children with special needs, where possible including a basic social protection floor;
- supporting families' capacity to protect their children by working towards a system of social protection through, for instance, cash transfer schemes; public works; access to credit, insurance and savings schemes; and strengthening and implementing national protection frameworks to protect children from exploitation;
- monitoring and detecting rates of child labour in the earliest stages of humanitarian situations – an area in which ILO has a comparative advantage and which adds value to the ongoing work of UNHCR and UNICEF, among others, in such situations.

With respect to children in conflict, there are two key (and partly overlapping) areas of action in which the ILO engages.

Worst Forms of Child Labour: Conflicts, disasters and fragility have devastating effects on children's lives. Fragile settings commonly lack even basic child protection measures, and children are at risk from many forms of abuse and exploitation. For example, children may lose the protection of their family and broader social network and become easy victims of trafficking, sexual exploitation, recruitment into the armed forces and other such "worst forms" of child labour. With the adoption of the Worst Forms of Child Labour Convention, 1999 (No. 182), the ILO was called upon to boost efforts to end children's participation in the worst forms of child labour.

Child Soldiers: Among the worst forms of child labour, Convention No. 182 includes "forced or compulsory recruitment of children for use in armed conflict" and "work which, by its nature or the circumstances in which it is carried out, is likely to harm the health, safety or morals of children". With its partners, the ILO promotes the long-term socio-economic reintegration of child soldiers. Key elements include vocational training, apprenticeship programmes, family support, stipends, psycho-social counselling, detoxification, capacity-building of local institutions, and partnership development. The ILO recognizes the need to consult child soldiers themselves in planning and implementing projects.

▶ Box 7.49. Preventing child exploitation in Indonesia and Sri Lanka after the tsunami in 2005

The ILO-IPEC activities organized in Indonesia and Sri Lanka after the 2005 tsunami were designed to respond to existing and emerging child labour issues in the context of the countries' post-tsunami rehabilitation and development process. The ILO adopted a dual strategy: guidance, advice and support to policymakers for the integration of child labour concerns in the country's overall emergency response; and targeted interventions to reduce and prevent child labour through a range of social services.

The ILO-IPEC moved quickly to start up a new programme in Banda Aceh, Indonesia. Together with the local Manpower Office, the ILO-IPEC organized basic skills training programmes for 15-17 year old youth living in camps for displaced persons. A children's centre provided a range of services to children, both in the camps and in communities where many tsunami-affected children were living.

In Sri Lanka, a targeted intervention focused on two tsunami-affected districts: in the Eastern Province, the District of Trincomalee, Kinnya; and in the Southern Province, the District of Galle, Koggala. Working with community structures, the plan provided affected children with educational and training opportunities, and access to social services, as well as access to local and national social safety nets for their families and guardians.

Source. "World of Work", the magazine of the ILO, No. 43, April 2005.

▶ Box 7.50. Combatting child labour in fragile settings: cobalt mining in the DRC

The "Combatting Child Labor in the Democratic Republic of the Congo's Cobalt Industry" project, funded by the United States over the period 2018–21, aims to strengthen efforts by the Congolese government and other relevant stakeholders to address child labour in the country's cobalt industry.

The DRC's recovery from conflicts and other shocks, such as recurrent Ebola outbreaks, is partly driven by its robust copper and cobalt exports. The country is currently a global leader in cobalt production, accounting for over 50 per cent of the world's reserves. However, this cobalt-driven recovery is partly overshadowed by violations of fundamental rights at work: while mining is on the DRC's list of hazardous activities for which children's work is forbidden, child labour in cobalt mines, often in hazardous conditions, remains rampant in informal mining, where monitoring and enforcement are poor.

The "Combatting Child Labor in the Democratic Republic of the Congo's Cobalt Industry" project works to reduce child labour in the cobalt sector by supporting efforts to raise awareness of the need to combat child labour, build the enforcement capacities of the Government and other stakeholders, and improve private-sector monitoring and remediation of child labour violations.

Source: ILO and US Department of Labor, 2020

▶ Box 7.51. Countering the recruitment and use of child soldiers in Yemen

The Countering the Recruitment and Use of Child Soldiers in Yemen (CRUCSY) programme is a two-year programme funded by the United States Department of State, running from 2018 to 2020.

The use of children in armed conflict in Yemen is considered one of the worst forms of child labour. Through the CRUCSY programme, the ILO aims to address the issue of child solider recruitment in Yemen, as well as the factors that contribute to this practice.

The overall objective of the CRUCSY programme is to prevent the recruitment of children and youth, and to sustainably reintegrate children formerly associated with the conflict in the Sana'a, Hajjah and Lahj governorates. In so doing, the project will contribute to the stabilization and security of targeted areas by reintegrating children associated with armed forces and armed groups (CAAFAG), children at risk (CAR), and vulnerable and marginalized groups.

The project aims to ensure that children and youth have better access to services and facilities for their social and economic integration, and that former CAAFAG and other children above the minimum working age who are at risk of recruitment are reintegrated by teaching them skills that will give them access to improved working conditions and sustainable incomes. The work consists in:

- capacitating local Yemeni actors and community leaders to educate, inform, and change attitudes and behaviours where the use of children in armed conflict is concerned;
- establishing community facilities and mechanisms for reintegrating children and young people into society;
- helping CAAFAG and CAR to match their skills/aspirations to labour market needs; acquire vocational skills through the ILO upgraded informal apprenticeship system; gain functional literacy and numeracy skills; and set up and run their own small businesses.

Source: ILO, 2020

In fragile and disaster settings, and in post-conflict scenarios, the ILO makes the following **recommendations for the protection of children**:

- The prevention of child labour in fragile settings, while difficult to measure, is more cost-effective; such measures should be included and mainstreamed in other programmes.
- The gender dimension should also be considered in reintegration work, given that both girls and boys may be singled out for sexual exploitation.
- Financial pressure on households can be eased by providing unconditional child-support grants, family allowances, needs-based social assistance and social pensions for the poor.
- Adverse impacts on children should be avoided.
- When children are at risk, interventions should take place at the earliest opportunity.
- Age-specific vulnerabilities should be addressed by adopting a life-cycle approach.
- Special provision should be made for children with specific vulnerabilities or belonging to specific groups.
- The mechanisms of intra-households dynamics should be taken into account.
- Attention should be paid to the opinions of children and caregivers.[88]

The ILO has learned many **lessons in re-integrating former child soldiers, in particular:**

- It is better (in most cases) to address the needs of children affected by war in general, rather than singling out child soldiers.
- It is important to build the capacities of relevant national decision-makers for the task of reintegrating young soldiers, which is essential for long-term impact.
- Flexibility is key to adapting the approach to the needs of individual youngsters; needs vary greatly according to culture, age, social status and their tasks and experiences before and while serving as soldiers.

88 UNICEF, ILO, UNDP, WB, DFID, IDS, ODI et al., Joint statement on advancing child-sensitive social protection, 2009.

Tool 7.99 – Guide: Children formerly associated with armed forces and groups: How-to guide for economic reintegration, ILO/IPEC, 2010

Tool 7.100 – Report: Young Soldiers – Why they Choose to Fight: Introduction, Rachel Brett and Irma Specht, Lynne Riener Publication, 2004

Tool 7.101 – Strategic Framework: Prevention of child recruitment and reintegration of children associated with armed forces and groups: Strategic framework for addressing the economic gap, ILO/IPEC, 2007

Tool 7.102 – Brief: Reintegration of former child soldiers. Office of the Special Representative of the Secretary-General for Children and Armed Conflict, 2018

Tool 7.103 – Toolkit: Inter-Agency Toolkit: Supporting the Protection Needs of Child Labourers in Emergencies, Alliance on Child Protection in Humanitarian Action, draft for field testing, final version forthcoming

Tool 7.104 – Technical Note: COVID-19 and Child Labour, Alliance for Child Protection in Humanitarian Action, May 2020.

Tool 3.26 – Framework: The Integrated Disarmament, Demobilization and Reintegration Standards (IDDRS), Module 5.20 on Children and DDR, UN Inter-Agency Working Group (IAWG) on Disarmament, Demobilization and Reintegration, 2020/2021

7.3.3. Youth

In contexts of fragility, conflict or disaster, the following points are important to ensure that the needs of youth are taken into account and their power as change agents for peacebuilding and resilience is fully leveraged:

- Consider the specific needs of "youth" when conducting needs assessments. Include consultations with youth and youth organizations, and other grassroots organizations.
- Sensitize and mobilize key actors in government, workers' and employer and business membership organizations, international agencies, academia and relevant NGOs, youth organizations, religious groups and other stakeholders regarding the employment challenges affecting young people in crisis contexts.
- Create specific programmes to assist youth to become employable, for example job search assistance, coaching, core and soft-skills training, demand-driven training programmes and services to support small-business creation, such as entrepreneurship training, financial inclusion and business development services.
- Increase the completion rate of programmes and improve employment prospects by ensuring that training is adapted to young people's abilities, interests and needs. For instance, visual materials and interactive techniques can be used in areas with high rates of illiteracy, complemented by basic literacy classes.
- Link active job search activities and vocational training with social-protection measures and social services. Strengthen labour market intermediation, both public and private, by establishing local or mobile services desks providing information on the various labour market and social services and benefits available for youth.
- Take account of the specific needs and challenges of the most vulnerable sub-groups of young people, in particular rural or marginalized women, ethnic minorities, the disabled and those scarred by conflict and war.
- Assess the special needs of conflict-affected youth with the help of psychologists or trauma therapy specialists, and develop broader employment and training programmes that include peace education, trauma therapy, HIV/AIDS prevention, and components to improve self-esteem, confidence, social responsibility and dignity.

- Promote new dimensions of intervention using alternative approaches, such as sporting activities, to reduce the impact of psychological trauma and tensions on youth and to provide positive role models and opportunities.
- In post-conflict situations, prioritize the rehabilitation of violence-affected youth populations by providing cognitive therapy and other forms of non-cognitive support. Young people need to deal with trauma before they can access decent work and become productive members of society.
- Encourage creative ways of allowing young people to have a significant voice and decision-making power in the design and implementation of employment programmes. Evidence suggests that young people make effective use of education, capital and financial inputs when they are allowed to self-organize and take their own decisions.

▶ Box 7.52. Youth employment in the Sahel region

Operating under the umbrella of the Global Initiative on Decent Jobs for Youth, this project, funded by the Government of the Grand Duchy of Luxembourg, aims to improve the creation of and access to decent work for young people in the Sahel region. The project is the first dedicated, country-level effort by the ILO to adopt the multi-stakeholder approach of the Global Initiative on Decent Jobs for Youth, leveraging the collective strengths of its partners for coordinated action in line with the guiding principles of the Global Initiative.

The project has two key components:

Global and sub-regional component – West Africa
This component focuses on developing new knowledge related to the challenges young people face in accessing the labour market. The new products generated aim to influence national youth employment policies with a view to creating new opportunities for young people to access decent jobs. Activities organized in 2019–20 included various studies and publications, and capacity-building workshops.

National component – Burkina Faso
To remedy the skills mismatch and reduce unemployment among young people, we are implementing concrete actions based on the key elements of the ILO approach to quality apprenticeships, with the aim of improving and strengthening the national system. In addition, a programme is being piloted to develop new educational tools closely linked to the needs of the labour market. 150 young people are benefiting from training in two trades in the construction sector and, at the end of their training, will be supported in their efforts to integrate the labour market.

Source: ILO Global Initiative on Decent Jobs for Youth team and ILO Project Brief

Tool 7.105 – Planning Framework: Thematic Plan of the Global Initiative on Decent Jobs for Youth on Youth in Fragile Situations

Tool 7.106 – Website: Promoting Decent Employment for African Youth as a Peacebuilding Strategy

Tool 7.107 – Case Studies: ILO/UNHCR/UNDP Case studies on youth employment in fragile situations

Tool 7.108 – IASC Guidelines: IASC, With us & for us: Working with and for Young People in Humanitarian and Protracted Crises, UNICEF and NRC for the Compact for Young People in Humanitarian Action, 2020

7.3.4. Older persons

In line with the 2030 Agenda, in particular SDG 1.3, ILO standards call for the implementation of national social protection for all older women and men. More recently, the report launched by the Global Commission on the Future of Work has drawn attention to the needs of older persons, as working lives are increasingly extended. It recommends increased support to older workers by expanding their choices and promoting lifelong social activity. Furthermore, it highlights the need to ensure a basic pension for everyone, which would mitigate poverty in old age, allowing workers over retirement age to reduce their working hours or stop working if they so desired.

According to an ILO report on social protection for older persons, significant progress has been made in extending the coverage of pension systems in developing countries, and currently 68 per cent of older persons around the globe receive a pension. However, benefits levels are still inadequate and the right to social protection is not yet a reality for older persons in many low-income countries, where less than 20 per cent of those who have reached the legal retirement age receive a pension.

While it is the responsibility of each state to enact social-security measures for older persons, countries with fragile governance as a result of conflicts and disasters frequently lack the institutional capacity to ensure adequate social protection of this kind. Apart from social transfers that are essential to guarantee financial security and to reduce the risk of poverty, vulnerability and social exclusion, countries with weak institutions are unable to provide the care and infrastructure needed by older persons, especially those suffering from chronic illnesses and disabilities.

Considering the ILO's long-standing experience in safeguarding the right of older persons to social security in line with its normative framework, it is in a good position to address the specific challenges facing older persons in humanitarian emergencies. The ILO has devoted considerable attention to various disadvantaged groups, including children and youth, persons with disabilities, refugees and other forcibly displaced persons. The right of older persons to benefit from basic social-security guarantees, including a basic income and access to essential health care, is recognized by the Social Protection Floors Recommendation (No. 202), adopted in 2012, and the ILO is actively promoting the introduction of such guarantees.

Significant progress has been made in extending pension system coverage in developing countries, with universal pension arrangements having been developed in Argentina, Belarus, the Plurinational State of Bolivia, Botswana, Cabo Verde, China, Eswatini, Georgia, Kyrgyzstan, Lesotho, the Maldives, Mauritius, Mongolia, Namibia, the Seychelles, South Africa, Timor-Leste, Trinidad and Tobago, Ukraine, Uruguay, Uzbekistan and Zanzibar (United Republic of Tanzania). Other developing countries, such as Azerbaijan, Armenia, Brazil, Chile, Kazakhstan and Thailand, are close to achieving universal provision.

However, the right of older persons to social protection is not yet a reality for many. In most low-income countries, fewer than 20 per cent of older persons over statutory retirement age receive a pension. In many developing countries, a large proportion of older persons still depend heavily on family support. Given the pledge of the 2030 Agenda to leave no one behind, and in response to the global trend of population ageing, it is imperative that the ILO strengthen its support for older persons in situations of fragility, conflict and disaster.

Tool 7.109 – Social Protection Policy Paper: Social protection for older persons: Policy trends and statistics 2017-19, ILO, 2018

7.3.5. Persons with disabilities

ILO technical assistance in promoting the rights of persons with disabilities to work and employment in situations of fragility, conflict and disaster is based on more than 20 years of organizational experience. To support persons with disabilities, taking account of their rights and their full socio-economic potential, the ILO aims to boost employment and income-generating capacity in the context of inclusive labour markets. The ILO adopts a twin-track approach in its disability inclusion work: track one comprises disability-specific actions, while track two seeks to ensure that general initiatives are inclusive of persons with disabilities.

In recent years, the ILO has helped governments, NGOs and organizations of people with disabilities to provide vocational-skills training for ex-combatants with disabilities. The ILO has implemented programmes of this kind in Afghanistan, Angola, Bosnia and Herzegovina, Cambodia, Ethiopia, Mozambique, Namibia, Occupied Palestinian Territory and Zimbabwe. Vocational training has generally been delivered in existing mainstream centres, but in some cases special facilities have been used. Some projects integrate counselling and rehabilitation, especially for persons suffering from severe psychological trauma.

Where buildings and infrastructure are being rebuilt, the ILO and its partners advocate for greater accessibility. Accessible buildings (with ramps and wider doors) and accessible transport and information (documents in easy-to-read formats, closed captioning for videos) effectively promote access to labour market opportunities for persons with disabilities.

▶ Box 7.53. Preparing ex-combatants with disabilities for reintegration in Namibia

During the war for independence led by the South West Africa People's Organisation (SWAPO), the ILO collaborated with the Government of Zambia to assist SWAPO in implementing two successive projects (1982–87 and 1987–91) for former freedom fighters with disabilities, who were exiled and left idle in refugee camps in Zambia. The ILO provided a mix of services, from basic education and English language instruction to orthopaedic and other medical care, vocational rehabilitation, skills training and job placement. Some 240 SWAPO ex-combatants with disabilities received training in 14 vocational trades in 10 mainstream Zambian institutions, before returning to Namibia in 1990 upon independence.

Source: "People with disabilities in crisis response", ILO/CRISIS Fact Sheet, May 2003.

From this experience, the ILO has learned many lessons, some of which are outlined below.

- Explicitly mention persons with disabilities as part of any target group and consider disability-related needs when conducting need assessments, as well as when designing policies and programmes. The ILO can provide examples of terms of reference and of studies and tools developed in country-specific cases.
- Involve local organizations of persons with disabilities in decision-making and other bodies, to ensure that persons with disabilities are not overlooked in reconstruction and recovery efforts.
- Ensure the inclusiveness of crisis preparedness measures. Persons with disabilities might need special accommodation, emergency evacuation chairs if they have difficulty in descending stairs, or customized preparedness messages and materials in alternative format. It is also important to consider assistant/buddy schemes in the event of evacuation and agreed procedures for contacting persons with disabilities.
- Mainstream support for persons with disabilities into broader programmes, such as vocational training, business development support and financial services. In post-conflict or post-disaster situations, promoting self-employment, enterprise and entrepreneurship development schemes that are open to persons with disabilities should be a priority, while ensuring general accessibility and the provision of special accommodation, if needed.
- Sensitize stakeholders and provide capacity-building in respect of disability issues, so as to raise awareness of disabilities and promote equal employment opportunities. It is important to challenge negative stereotypes and attitudes

towards persons with disabilities, and to make people aware of their capacities as productive and self-reliant individuals. ILO Disability Equality Training (DET) has proved to be a powerful tool in this regard.

- Incorporate a social-protection perspective and ensure that persons with disabilities have access to social-protection programmes. Bear in mind that some persons with disabilities might have disability-related needs, the cost of which should be covered by social protection programmes.

Tool 7.110 – Guide: Moving towards disability inclusion, ILO, 2011

Tool 7.111 – Manual: Accessibility and Tool Adaptations for Disabled Workers in Post-conflict and Developing Countries, David Dilli, 1997

Tool 7.112 – Toolkit: Disabilities among refugees and conflict-affected populations, Women's Refugee Commission, 2008

Tool 7.113 – Guide: Socio-economic Reintegration of Ex-combatants, ILO/Crisis, 2010

Tool 7.114 – Guide: Working with Persons with Disabilities in Forced Displacement, UNHCR, 2011

Tool 3.22 – Guidelines: IASC Guidelines for Inclusion of Persons with Disabilities in Humanitarian Action, IASC, 2019

Tool 7.115 – Guidance Document: Guidance on strengthening disability inclusion in Humanitarian Response Plans, Stephen Perry, 2019

Tool 3.26 – Framework: The Integrated Disarmament, Demobilization and Reintegration Standards (IDDRS), Module 5.80 on Disabilities and DDR, UN Inter-Agency Working Group (IAWG) on Disarmament, Demobilization and Reintegration, 2020/2021

Tool 7.116 – Strategy: United Nations Disability Inclusion Strategy, 2019

7.3.6. Ex-combatants/persons formerly associated with the armed forces and groups

Building on experience acquired in Afghanistan, Angola, Cambodia, Congo, the Democratic Republic of Congo, Guinea Bissau, Liberia, Mali, Mozambique, Sierra Leone, the Solomon Islands, Sri Lanka and Tajikistan, the ILO has recognized expertise in the socio-economic reintegration of ex-combatants. In particular, the ILO can provide support by providing:

- operational assistance in designing, supporting and co-implementing disarmament, demobilization and reintegration (DDR) strategies, action plans and programmes with the emphasis of reintegration;
- special programmes and tools for vulnerable ex-combatants requiring particular attention such as those with disabilities, youth, children and female combatants;
- studies and advice in relevant technical fields, such as training, labour market information, employment-intensive public works, microenterprise development, employment services and microfinance;
- step-by-step guidance through a practical manual on training and employment options for ex-combatants;
- training packages to help government officials and other relevant actors formulate, develop and implement effective national reintegration strategies;
- inputs to conferences, workshops and training programmes on economic reintegration;
- advocacy on international conventions, such as ILO Convention No.182 on the worst forms of child labour, which includes the forced recruitment of children into combat.

The approach of the ILO's International Programme on the Elimination of Child Labour (IPEC), designed to prevent the recruitment of children at risk and ensure the sustainable reintegration of children formerly associated with armed forces and groups, is to focus on providing sustainable work opportunities for children of legal working age (see also the section on children in this chapter).

This is intended to optimize ILO added value in the fields of education, skills development and employment support. In this way, the ILO complements the interventions of other agencies involved in the release of children and other aspects of their reintegration. The ILO has implemented projects to support the economic reintegration of children released from armed forces and groups, and to prevent the recruitment of children at risk, in Burundi, Colombia, Congo, the Democratic Republic of the Congo, the Philippines, Rwanda, Somalia, Sri Lanka and Yemen.

▶ Box 7.54. National Framework Proposal for Sri Lanka

The war between the Sri Lankan government and the Liberation of Tamil Tigers Elam (LTTE) ended with the military defeat of the LTTE on May 19 2009, necessitating a DDR process for former LTTE combatants. The National Framework Proposal on the Reintegration of Ex-combatants into Civilian Life in Sri Lanka was developed by the Sri Lankan Ministry of Disaster Management and Human Rights. Technical and financial assistance for the Framework development process was provided by the ILO. Even prior to the end of the war, sensitization workshops had been facilitated by the ILO to highlight the DDR challenges Sri Lanka would be facing, after which working groups consisting of government officials, policymakers, members of the armed forces and local advisors were formed to formulate sections of the National Framework Proposal. The consultation workshops provided a forum that was inclusive and responsive to the needs of LTTE ex-combatants and other paramilitary groups. The Framework was validated in a high-level national workshop at the end of July 2009.

Source: Guidelines for the socio-economic reintegration of ex-combatants, extracted from the National Framework Proposal on the Reintegration of Ex-combatants into Civilian Life in Sri Lanka (July 2009).

▶ Box 7.55. Examples of ILO field initiatives in DDR

In **Sri Lanka**, the ILO developed a strategy to begin reintegrating ex-combatants who had already left the army, building national capacity for the major challenge of disarming, demobilizing and reintegrating some 200,000 combatants in the near future.

In **Afghanistan**, the ILO developed a Training for Peace component using community-based training for the multi-agency Afghan Demobilization and Reintegration Programme.

In **the African Great Lakes region**, covering Rwanda, Burundi and the Democratic Republic of Congo, the ILO developed a prevention and socio-economic reintegration programme for child soldiers, using a regional strategy to address the complexity of children crossing borders.

The ILO was an active partner in the Multi-Donor Reintegration Programme for seven African countries, coordinated by the World Bank, aimed at assisting governments to develop and implement their own national reintegration programmes.

In **south-central Somalia,** ILO-IPEC initiated the Prevention of Child Recruitment and Reintegration of Children Associated with Armed Forces and Groups (CAAFAG) project. The activities included vocational skills training based on labour market demand and entrepreneurship training for children of legal working age. The training was linked to employment opportunities by providing job placements for wage employment and grants for those wishing to start their own businesses. The success of the project culminated in the ratification of the Worst Forms of Child Labour Convention, 1999 (No.182) by the Federal Government of Somalia.

Source. ILO Project Report

Tool 3.26 – Framework: The Integrated Disarmament, Demobilization and Reintegration Standards (IDDRS), Module 2.40 on Reintegration as Part of Sustaining Peace, and Module 4.30 on Reintegration, UN Inter-Agency Working Group (IAWG) on Disarmament, Demobilization and Reintegration, 2020/2021

Tool 3.27 – Policy Document: National Action Plan of the National Framework Proposal for Reintegration of Ex-combatants into Civilian Life in Sri Lanka, Ministry of Disaster Management and Human Rights, 2009

Tool 7.117 – Policy Document: National Framework Proposal for the Reintegration of Ex-combatants into Civilian Life in Sri Lanka, Ministry of Disaster Management and Human Rights, 2009

Tool 7.118 – Guide: Training and Employment Options for Ex-combatants, ILO, 1997

Tool 3.28 – Guide: Socio-economic Reintegration of Ex-combatants, ILO, 2010

7.3.7. Refugees, IDPs, host communities and returnees

The ILO provides technical assistance to refugees and other forcibly displacement persons, as well as to host communities, in a variety of countries affected by conflicts and disasters.

Large-scale displacement, whether internal or cross-border, can have immediate and significant socio-economic impacts, causing greater competition for jobs, resources and services that can negatively affect economic development. To mitigate these effects, it is important to provide assistance to both the displaced populations and the host communities by building their resilience, particularly by introducing measures to promote employment, social protection and skills development opportunities. An inclusive approach of this kind can also ease social tensions between host and displaced populations; social cohesion should be a key objective of such programmes, built into them from their inception.

To address the need for sustainable solutions to increasing forced displacement in refugee-hosting countries, in 2016 the ILO developed a set of Guiding Principles on the Access of Refugees and Other Forcibly Displaced Persons to the Labour Market, subsequently endorsed by the ILO's Governing Body at its meeting in October-November 2016. The Guiding Principles provide a set of voluntary principles aimed at enabling refugees' access to decent work opportunities and provide guidance for Member States and partners affected by such situations, particularly frontline states affected by large movements. The guidance covers 1) Governance frameworks on access to labour markets; 2) Economic and employment policies for inclusive labour markets; 3) Labour rights and equality of opportunity and treatment; 4) Partnership, coordination and coherence; 5) Voluntary repatriation and reintegration of returnees; 6) Additional pathways for labour mobility, with the aim of ensuring responses that meet the needs and expectations of all stakeholders – host, refugee and forcibly displaced communities.

Should refugees and IDPs have the opportunity to return voluntarily to their homes or relocate to other areas in their regions or countries of origin, it is essential that they be given concrete opportunities for sustainable socio-economic reintegration. This will help to prevent their falling into extended poverty and unemployment, which can also lead to secondary migration. To facilitate the socio-economic reintegration of returnees, particular attention should be paid to the all areas mentioned in points 1 to 3 above.

▶ Box 7.56. Supporting Afghanistan Livelihoods and Mobility (SALAM) project 2017–19

Support Afghanistan Livelihoods and Mobility (SALAM) was a joint UNDP, ILO and UNHCR project funded by Finland in partnership with the Afghan Ministry of Labour and Social Affairs (MoLSA). The project aimed to support the Government of the Islamic Republic of Afghanistan in enhancing sustainable livelihoods for returnees and IDPs, as well as host communities. By supporting concrete self-reliance and poverty reduction of the different target groups, the project engaged with the Humanitarian-Development-Peace Nexus, addressing some of the root causes and effects of forced displacement.

The ILO's intervention focused on developing the Ministry's capacity to manage skills development and job creation initiatives, thereby acting on both employment and employability. Specific activities included matching potential employees with private businesses, identifying skills gaps in the labour market, prioritizing the vocational and SIYB training most likely to result in rapid job placement and income generation, and developing appropriate technical and vocational training courses.

Source: ILO MIGRANT and CO-Kabul 2019/20

▶ Box 7.57. Partnership for improving prospects for forcibly displaced persons and host communities (PROSPECTS)

The "Partnership for improving prospects for forcibly displaced persons and host communities" (PROSPECTS) is a concrete expression of the consensus that has emerged around the need for displaced persons and host communities to enjoy enhanced economic opportunities, and for children on the move to have effective and inclusive access to protection and education (New York Declaration, 2016).

Benefiting from a four-year time horizon (2019–23), the partnership initiative, spearheaded and funded by the Government of the Netherlands, brings together the IFC, the ILO, the UNHCR, UNICEF and the World Bank.

The partners are combining their efforts to develop a new paradigm in response to forced displacement crises, particularly by involving development actors. The partnership hopes to transform the way governments and other stakeholders, including the social partners and the private sector, respond to forced displacement crises, by:

- fostering an enabling environment for socio-economic inclusion, social cohesion and peace;
- improving access to education and protection for vulnerable children on the move; and
- strengthening the resilience of host communities.

The partnership is working in 8 countries: Egypt, Ethiopia, Iraq, Jordan, Kenya, Lebanon, Sudan and Uganda. It aims to develop and implement evidence-based solutions, tailored to each context, as well as to test how this approach can contribute to peace, with a view to upscaling it to other countries and by other partners.

Source: ILO PROSPECTS team, 2020 and ILO PROSPECTS website

Tool 7.119 – Guiding Principles: Guiding principles on the access of refugees and other forcibly displaced persons to the labour market, ILO, 2016

Tool 7.120 – Video: Guiding Principles: Guiding principles on the access of refugees and other forcibly displaced persons to the labour market

Tool 7.121 – Concept Note: Refugee Livelihoods and Economic Inclusion, 2019-2023 Global Strategy Concept Note, UNHCR

Tool 7.122 – Guide: Promoting Livelihoods and Self-reliance: Operational Guidance on Refugee Protection and Solutions in Urban Areas, UNHCR, 2011

Tool 7.123 – Guide: A Guide to market-based livelihood interventions for refugees, ILO/ UNHCR, 2017

Tool 7.124 – Guide: How to facilitate the recognition of skills of migrant workers: Guide for employment services providers, Second edition, ILO, 2020

Tool 7.125 – Compendium: Employment and decent work in refugee and other forced displacement contexts: Compendium of ILO's lessons learned, emerging good practices and policy guidance, ILO, 2020

7.3.8. Migrant workers

ILO interventions for the integration of migrant workers in contexts of fragility and crisis seek to provide support at all stages of the migration process, from pre-departure to return and reintegration. Recent technical assistance in the Horn of Africa, West Africa, North Africa, Asia and Latin America has focused on:

- ensuring that migration is a choice rather than an obligation, by supporting the creation of more and better jobs in countries of origin;
- strengthening the knowledge base by conducting policy-relevant research on the linkages between the employment-related, economic, social and environmental aspects of labour migration;
- building capacity for improved labour migration governance, in particular by providing access to channels for fair, regular and safe migration, collecting labour migration statistics for evidence-based policymaking, developing coherent national and regional labour migration policy frameworks, and facilitating the labour market integration of migrant workers;
- building the capacity of governments and social partners and advocating for better protection for migrant workers against discrimination, forced labour and other rights violations in the workplace;
- facilitating the reintegration of returning migrant workers into the labour market, in particular by providing training to assist in enterprise development and supporting public employment services in taking into account the skills and knowledge learned abroad.

▶ Box 7.58. Free movement of persons and transhumance in the IGAD region: Improving opportunities for regulated labour mobility

The eight countries of the IGAD regional economic community (Djibouti, Eritrea, Ethiopia, Kenya, Somalia, South Sudan, Sudan and Uganda) have been affected to varying degrees by protracted conflicts, political instability, environmental degradation and food insecurity. In an effort to accelerate economic growth and development, the IGAD countries have made commitments to achieving greater regional integration, including through the free movement of persons.

Within the context of the regional integration process, the ILO is supporting IGAD in improving opportunities for regulated labour mobility and decent work in the region. The project has four major components:

1. producing policy-relevant research on linkages between regional migration and labour market dynamics in the region. This has included studies of the interactions between climate change, employment and migration, as well as the potential for skills development and recognition frameworks;
2. building capacity to collect and analyse labour migration and labour market indicators, by providing training for the regional IGAD secretariat and national statistics offices;
3. promoting rights-based approaches to labour migration governance, in particular by promoting ILO standards on migrant workers and on fair recruitment practices;
4. promoting tripartism and social dialogue on labour migration to strengthen social partners' involvement in migration policy implementation.

Source and further information: Project page: https://www.ilo.org/africa/technical-cooperation/WCMS_631153/lang--en/index.htm

Tool 7.126 – Guide: General practical guidance on promoting coherence among employment, education/training and labour migration policies, ILO, 2017

Tool 7.127 – Guide: How to facilitate the recognition of skills of migrant workers: Guide for employment services providers, ILO, 2020

7.3.9. Indigenous and tribal peoples

As mentioned in Chapter 3, indigenous and tribal peoples (ITPs) are often politically, economically and socially marginalized, and excluded from decision-making in relation to matters that concern them directly. ITPs may be caught in localized conflicts because of intrusions into their traditional territories, and indigenous workers – particularly indigenous women – are among the most vulnerable groups of migrants.

The ILO offers assistance to find ways to address these problems, often in the context of implementation of the Indigenous and Tribal Peoples Convention, 1989 (No. 169). Through consultation and participation, as provided for in the Convention, ITPs, who are often affected in a disproportionate manner by the consequences of disasters and conflicts, can contribute to the planning and preparation for crisis response.

Other actions requested by the Convention include specific measures to safeguard the persons, institutions, property, labour, cultures and environment of indigenous peoples, which could help to eliminate sources of future conflicts. The inclusion of ITPs, especially where conflicts stem from a struggle for control over land or other natural resources, is fundamental to sustainable peace.

While ITPs face threats on numerous fronts, the important role they can play in post-disaster recovery, as well as climate change mitigation and adaptation efforts, by drawing on their traditional knowledge and practices, is well recognized in the Paris Agreement on climate change (Article 7) and the Sendai Framework for Disaster Risk Reduction 2015–30, both adopted in 2015. Consultation with, and participation by, ITPs

can make significant contributions to thinking on these issues, while their inclusion also ensures that sustainable practices are incorporated in development strategies.

Recognizing their potential contribution to conflict and disaster prevention and response, Recommendation No. 205 (Section V. Rights, Equality and Non-Discrimination) calls for special attention to ITPs, and encourages Member States to:

- respect national laws and policies and use local knowledge, capacity and resources;
- pay particular attention to establishing or restoring conditions of stability and socio-economic development for these population groups; and
- ensure that persons belonging to minorities concerned and ITPs are consulted, in particular through their representative institutions, where they exist, and participate directly in the decision-making process, especially if the territories inhabited or used by ITPs and their environment are affected by a crisis and related recovery and stability measures.

In order to achieve the overall objective of Recommendation No. 205 of re-establishing and promoting sustainable employment for all, governments should note that Part IV of Convention No. 169 provides for concrete measures in relation to employment conditions, vocational training and social security for ITPs. This is crucial if responses are to be culturally adequate.

Empowering indigenous women and men, and promoting their access to decent work opportunities, supports the creation of sustainable economic and environmental outcomes that contribute to social cohesion and resilience building.

▶ Box 7.59. Support for microenterprise development among ITPs in Paraguay

In 2007, the World Bank asked the ILO to provide technical assistance to the Ministry of Public Works and Communications of Paraguay for the improvement, management and maintenance of roads in a context of strong social and cultural differences. Special attention was given to the establishment of indigenous microenterprises.

In 2011, six microenterprises were created, one of them composed of indigenous Mbyá Guarani. The fact that the training was delivered in their own village, and in their own language, encouraged other members of the community to participate in the training and in the road maintenance work through a rota system established by the enterprise.

Source: Promoting decent work for indigenous and tribal people through employment and investment programmes, ILO, EIIP, 2018.

▶ Box 7.60. Ensuring indigenous people's rights in Guatemala through ILO Convention No. 169

In 1996, the UN agreed to broker peace negotiations between the warring parties in Guatemala on the condition that any final peace agreement must conform to internationally recognized human rights standards. In Guatemala's modern history, the rights of its indigenous populations had been denied or neglected, so one of the first priorities of the peace process was to reach agreement on the "identity and rights of the indigenous people of Guatemala". The Indigenous and Tribal Peoples Convention, 1989 (No. 169) was adopted as a critical legal tool in the peace agreement process. The importance of this instrument rests on the idea that indigenous people should be consulted about and participate in the development of policies and programmes that affect them and the organization of their communities. In addition to creating mechanisms for consultation with indigenous people on the scope and content of the peace agreement, the ratification of Convention No. 169 by the Government of Guatemala prepared the ground for negotiating peaceful solutions to the land problems affecting the indigenous communities. The final signed peace agreement also included sections on ending discrimination against the indigenous population, providing better healthcare and schools and creating economic opportunities for the poor.

Tool 3.42 – ILO Convention: Indigenous and Tribal Peoples Convention, 1989 (No. 169)

Tool 7.128 – Handbook: Understanding the Indigenous and Tribal Peoples Convention: Handbook for ILO Tripartite Constituents, ILO, 2013

Tool 7.129 – Article: The ILO's Quest for Social Justice: C169 and Peace Building, in International Union Rights, Vol. 25, No. 4, 2018

Tool 7.130 – Report: Indigenous Peoples and Climate Change: Emerging Research on Traditional Knowledge and Livelihoods, ILO in collaboration with the University of Oxford, 2019

Tool 7.131 – Policy Brief: Promoting decent work for indigenous and tribal people through employment and investment programs, ILO, EIIP, 2018

7.3.10. Informal workers and economic units

ILO Recommendation No. 204 concerning the Transition from the Informal to the Formal Economy (R204) is built on the shared understanding and experience of tripartite constituents that the transition can best be facilitated by adopting an integrated strategy.[89] R204 provides some clear policy guidelines and guiding principles to facilitate formalization of the informal economy, while acknowledging the diversity of settings, situations and conditions that characterize the informal economy around the world. It advocates a practical approach to achieving the following three interrelated objectives:

- To facilitate the transition of workers and economic units from the informal to the formal economy, while respecting workers' fundamental rights and ensuring opportunities for income security, livelihoods and entrepreneurship;
- To promote the creation, preservation and sustainability of enterprises and decent jobs in the formal economy and the coherence of macroeconomic, employment, social protection and other social policies; and
- To prevent the informalization of formal economy jobs.

89 ILO, Governing Body 325th Session, Geneva, 29 October–12 November 2015, GB.325/POL/1.

In fragile states and post-conflict/disaster situations, the transition to formality is an important component of the decent work strategy to improve working and living conditions, to strengthen the recovery process and to consolidate peace and social cohesion.

R204 highlights the need to pay special attention to those who are especially vulnerable to the most serious decent work deficits in the informal economy, in particular women, young people, migrants, older people, indigenous and tribal peoples, persons living with HIV or AIDS, persons with disabilities, domestic workers and subsistence farmers. Specific actions may also be needed in rural areas to facilitate the transition to formality.

For almost five decades, the ILO has played a leading role in placing this topic on the international policy agenda, by advising on integrated strategies, researching the drivers of informalization, exchanging good practices on formalization, and strengthening the capacities of tripartite partners to facilitate the transition from the informal to the formal economy.[90] The ILO Centenary Declaration for the Future of Work recognizes the role of technological innovation in driving transformative change in the world of work, while its human-centred approach calls for the fullest potential of technological progress and productivity growth to be harnessed to achieve decent work and sustainable development. The applications of digital technologies to the transition to formality – also known as "e-formality" – can contribute to the integration of people in conflict and post-conflict settings.

▶ Box 7.61. Practical guidance on promoting the transition to formality for peace and resilience

This ILO's booklet "Promoting transition to formality for peace and resilience" is intended to promote the transition-to-formality agenda in conflict and post-conflict settings and is complementary to the ILO publication "A Handbook. How to Design, Monitor and Evaluate Peacebuilding Results in Jobs for Peace and Resilience programmes".

It explains conceptual issues relating to informality in conflict-affected settings and the theory of change, and how the ILO's integrated strategy on transition to formality could address conflict drivers and so promote peace and resilience. It also provides tips and questions for designing projects that anchor the transition to formality in conflict-affected settings.

▶ Box 7.62. E-work permit and e-counselling system for formalizing refugees and host communities in Jordan

In 2018, the Jordanian Ministry of Labour, in collaboration with the General Federation of Jordanian Trade Unions (GFJTU) and the ILO, set up an electronic work permit system to help Syrian refugees living in camps who work in construction and agriculture to obtain and renew work permits more easily.

Employment service centres have also gone digital, with a web-based e-counselling system that integrates web, mobile and telephone services under one platform, offering workers and employers across Jordan access to employment information, job and training opportunities, careers guidance and support to enhance their businesses and livelihoods. Syrian refugees and Jordanians with valid national ID cards or UNHCR ID cards can register on the e-counseling platform to access job matching services.

Source: ILO, Promoting transition to formality for peace and resilience, Geneva, 2019

90 ILO, BIT: *The informal economy and decent work: A policy resource guide: Supporting transitions to formality*, Geneva, 2013

▶ Box 7.63. Gearing up for the transition to formality and decent work during the Syrian refugee crisis in Jordan

The arrival of Syrian refugees in Jordan placed huge pressure on the Jordanian labour market, with the result that informality was exacerbated among both refugees and host communities. The ILO's Programme of Support in Jordan is an integrated research, policy and intervention ecosystem, supporting the creation of formal and decent jobs for both Jordanians and Syrians. The programme is organized around three strategic pillars:

- Strengthening labour market governance for improved compliance with decent work principles
- Creating an enabling environment to underpin improved private-sector productivity and creation of decent work
- Supporting the immediate creation of decent jobs for Jordanians and Syrian refugees to ease current conditions

The Programme was successful in addressing informality during the refugee crisis, with the following results:

- 600 Jordanian and Syrian women placed in jobs in the manufacturing sector.
- 13 per cent of workers in labour-intensive projects are women.
- 4 per cent of work permits issued to women.
- 46,000 work permits issued in the agricultural and construction sectors (March 2016–March 2018)
- 1,500 Jordanians and Syrians placed in jobs through 11 employment service centres.
- 165,000 work days created for Jordanians and Syrians through labour–intensive projects.
- 30 joint business ventures established between Jordanians and Syrians.
- 8,178 Jordanians and Syrians tested and certified for 14 construction sector occupations.
- 677 firms received training.

Source: ILO, 2018. The ILO Response to the Syrian Refugee Crisis https://www.ilo.org/pardev/publications/WCMS_357159/lang--en/index.htm

Tool 3.48 – Guide: Promoting transition to formality for peace and resilience, ILO, 2019

Tool 3.49 – Policy Guidance: Transitioning to Formality in the Rural Informal Economy, ILO, 2019

7.3.11. Different economic sectors

The ILO has a great deal of experience that sheds light on how sector-focused interventions with a human-centred approach can help to build back livelihoods sustainably and contribute to greater resilience in the future. The impact of the COVID-19 pandemic differs greatly from sector to sector and has highlighted the importance of proactive and well-designed sectoral policy responses. The ILO Centenary Declaration for the Future of Work (2019) underscores the key role that industrial and sectoral policies, and investment in strategic sectors, have to play in promoting inclusive and sustainable economic growth, full and productive employment and decent work for all. Existing or ongoing sector-focused interventions may be modified or integrated to incorporate and promote decent work in contexts of fragility. Alternatively, a single-sector intervention may be designed to provide leverage in a given fragile situation in view of its potential or the challenges it presents in relation to decent work and the capacity of tripartite constituents to implement sectoral policies and programmes. While such interventions are needed in response to sector-specific needs, the complexity of fragile situations will require sound and effective diagnostics, policy coherence, increased capacity to respond holistically to multi-sectoral needs, and robust operational coordination between different sectors and geographical areas.

▶ Box 7.64. Sectorial interventions for recovery and resilience after Typhoon Haiyan in the Philippines

Super-typhoon Haiyan (Yolanda), which struck the Philippines in November 2013, had a direct impact on nearly six million workers. The support provided by the ILO in its aftermath included interventions in specific sectors.

Tourism: Resilient livelihoods through skills development in tourism in Busuanga and Coron

Natural disasters damage infrastructure, which can have long-term consequences for tourism and in turn devastate small communities that rely heavily on the sector for livelihoods. Because of the economic importance of tourism in Palawan, the ILO's post-disaster recovery efforts in the region included support for the local labour force by providing opportunities for developing resilient livelihoods in the tourism sector and in other much-needed occupations. In partnership with the Technical Education and Skills Development Authority (TESDA), the ILO engaged 180 displaced worker-beneficiaries (146 women, 34 men) in various tourism-related skills training programmes. The partnership focused on two areas: construction-related skills training (such as carpentry, masonry and plumbing) to meet short-term rehabilitation and reconstruction requirements; and service-related skills training (for example in tourism, wellness and hospitality) to meet the medium and long-term needs of the local labour market. The ILO acknowledges the growing importance of acquiring TESDA assessment and certification as it is increasingly required for employment by companies and industries. Employers now recognize the importance of having certified workers who have undergone rigorous training as they seek to build a skilled workforce. TESDA graduates will also have improved prospects in entrepreneurial and self-employed endeavours. Finally, using the ILO's Community-Based Enterprise Development (C-BED) methodology, the trainees prepared group business plans, which they then presented to national government agencies and potential investors. The activity, which coincided with the celebration of National Disaster Consciousness Month in Busunga, was also an opportunity for these aspiring entrepreneurs to showcase and sell their products and services to community residents.

Agriculture: Sustainable livelihood recovery for smallholder farmers in Ormoc City

Over 1.9 million (33 per cent) of the workers affected by super-typhoon Haiyan (Yolanda) were in the agricultural sector. To help small-scale farmers displaced by the typhoon to restore their lands and achieve sustainable production, the ILO introduced sloping agricultural land technology (SALT) in Ormoc, a city in the Province of Leyte. The ILO partnered with the Food and Agriculture Organization (FAO), which provided technical assistance on the SALT method, as well as planting materials. SALT, also referred to as "contour farming", is advantageous for small-scale farmers with few tools and little capital, as it requires little space. Establishing a SALT farm, which involves locating contour lines and seedbed preparation, is labour-intensive. All SALT workers were given minimum wages and social protection (social security, health and accident insurance) for the duration of their employment, which provided them with much needed income. As permanent crops such as coffee, cocoa, bananas and other fruit-bearing trees on the SALT farms become established, less labour was needed for planting and maintenance. Upland farmers' knowledge of sustainable climate-smart agriculture has increased, in particular as regards the contribution of SALT to soil erosion control, soil protection and landscape stability. Farmers have also learned how to construct a composting pit, and how to collect and prepare organic waste material. All of these skills help to improve farmers' resilience to natural disasters. Finally, the SALT farms serve as training sites for farmer field schools, which enhances indigenous knowledge. Indigenous knowledge helps reduce the vulnerability of communities to climatic disasters. This is because communities that have experienced prolonged drought, typhoons and flooding have over time generated a wealth of local know-how on how to gather, predict and interpret information related to the weather and climate. This can inform farming decisions on cropping patterns, planning dates and what crops to grow.

▶ **Box 7.64. (cont.)**

Infrastructure and construction: Improving the resilience of social and economic infrastructure and facilities in Busuanga, Palawan

Greater resilience to social, natural and economic shocks is underpinned by adequate infrastructure. The ILO therefore partnered with the Municipal Disaster Risk Reduction and Management Office (MDRRM) in Busuanga, to improve two school sites, one road, and one boat landing-stage. A total of 453 worker-beneficiaries (306 women, 147 men) were employed as construction workers. The Salvacion-Putod Municipal Road serves as an important gateway to the town centre and to the rest of Busuanga Island, and is connected to what will become the principal seaport of Busuana. Guided by the ILO's expertise in road improvement, the municipal government and community workers installed embankments, culverts and riprap walls, so that the road would better withstand additional pressure from ten-wheeler trucks carrying construction aggregates to the seaport. In addition, an improved boat landing-stage was constructed in Sitio Calauit on Calauit Island, which is home to 2,000 individuals, primarily from the Tagbanua indigenous people's group, who rely on fishing and farming. The previous boat landing structure was small and vulnerable to strong waves. The new landing-stage now functions as a passenger terminal, trading station and breakwater.

Source: Sustainable livelihood and recovery for Super Typhoon Haiyan-affected communities, in. http://www.ilo.org/wcmsp5/groups/public/---asia/---ro-bangkok/---ilo-manila/documents/publication/wcms_427189.pdf

Tool 7.132 – Report: Sustainable livelihood and recovery for Super Typhoon Haiyan-affected communities, ILO, 2015

Tool 3.51 – Website: COVID-19 and the world of work: Sectoral impact, responses and recommendations, ILO

Tool 3.52 – Statement: Impact of COVID-19 on people's livelihoods, their health and our food systems, ILO, FAO, IFAD and WHO, 2020

Tool 3.53 – Brief: Impact of COVID-19 on the forest sector, ILO, 2020

Tool 3.54 – Brief: COVID-19 and the impact on agriculture and food security, ILO, 2020

Tool 3.55 – Checklist: COVID-19 and logging: Prevention and control checklist, ILO and FAO, 2020

Tool 3.56 – Guide: Practical guide for the prevention and mitigation of COVID-19 in agriculture, ILO, 2020

Tool 3.57 – Checklist: COVID-19 and mining: Prevention and control checklist, ILO, 2020

8 How to mobilize resources in fragile settings?

Pursuing external resources in fragile, conflict and disaster settings requires an agency-wide effort on the part of the ILO. This chapter concisely presents internal and external resource-mobilization mechanisms that can be deployed to support the ILO's activities in the field. While resource mobilization is presented as a separate chapter in this guide, it is in fact part of one continuous and dynamic process.

8.1. Resource mobilization in fragile settings in a nutshell

Mobilizing voluntary contributions to the ILO's work in fragile, conflict and disaster settings requires much faster and coordinated action by the ILO than in the case of classic development interventions. This is especially true of sudden emergencies, as decisions on the first specific humanitarian funding contributions are typically taken within the first 72 hours. The capacity to react quickly and in coordination with both internal ILO units and other UN organizations is key to achieving the necessary relevance, visibility and support.

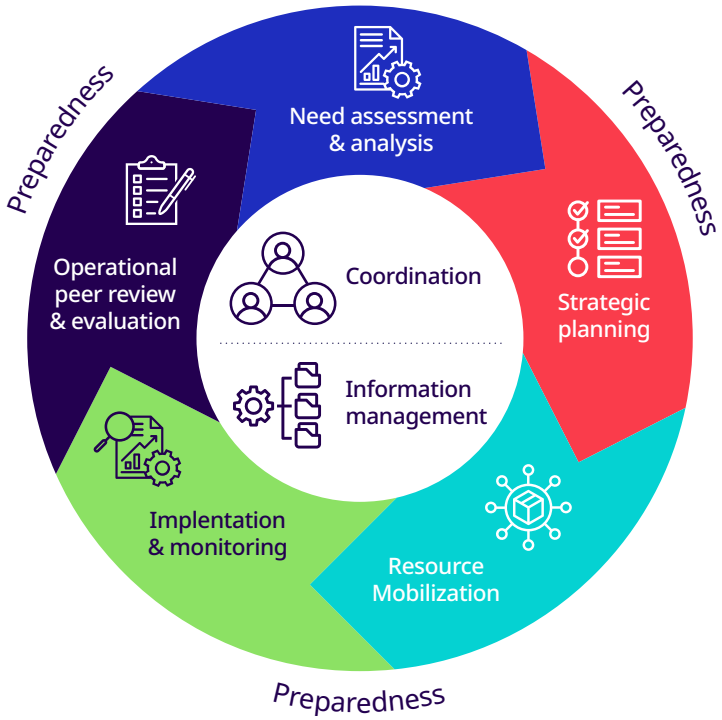
In a nutshell, the typical elements of a successful resource mobilization strategy are:

- Provide Member States and funding partners with briefings on needs on the ground, and on the ILO response strategy and its funding requirements, engaging with local representatives, with Geneva and New York, and with capitals / headquarters. Make sure the key UN coordinating agencies (UNHC, OCHA, DPPA/PBF, etc.) are aware of the ILO's funding needs.
- Produce fundraising brochures, infographics and other materials highlighting the contribution ILO can make/is making, aligned to the flash appeal, humanitarian needs overview (HNO) or response plan, and made these available online.
- Participate in (the preparation for) pledging conferences in affected countries or donor capitals.
- Ensure up-to-date tracking of ILO funding requirements and contributions through the Financial Tracking Service (FTS).
- Participate in country-level assessments and analysis to make decent work a central part of the response.
- Ensure coordinated engagement of ILO senior staff, in particular by making visits to donor capitals and field locations, and through media outreach.

As mentioned in Chapter 5, resource mobilization is the third element of the Humanitarian Programme Cycle (HPC), following on from the HNO and strategic response planning. However, resource mobilization should begin immediately, right at the start of a crisis.

Tool 8.1 – Website: Humanitarian Programme Cycle (HPC)

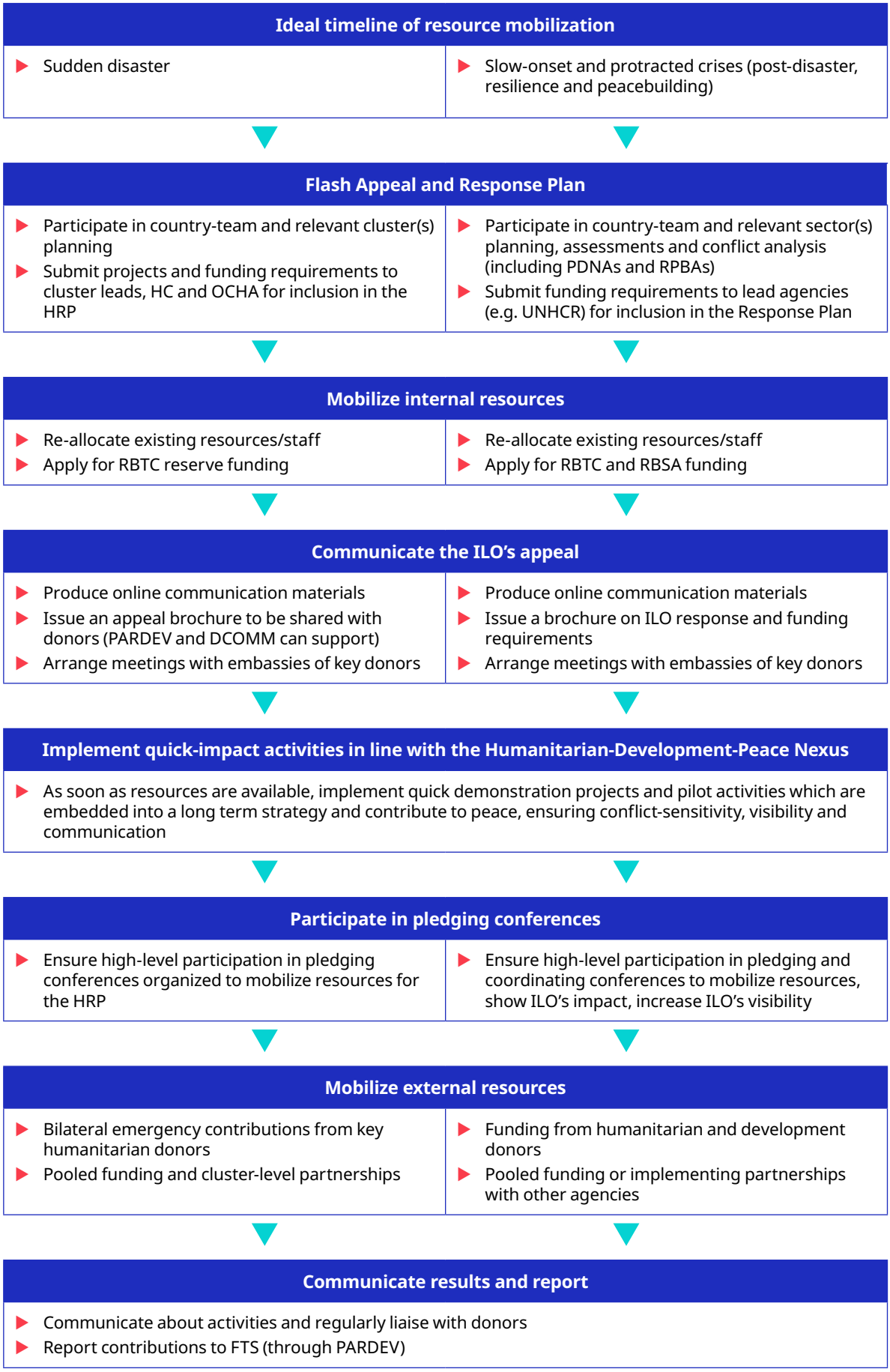
▶ Figure 8.1. The Humanitarian Programme Cycle



Source: The Humanitarian Programme Cycle (HPC) website

For the ILO to be part of the broader UN response to a crisis or a disaster, a basic understanding of humanitarian programming, funding and reporting processes is essential. This usually follows a sequence of steps, as per the following diagram. This reflects the need for immediate action, including the ILO's participation in joint appeals, but also demonstrates the early results of ILO's interventions in mobilizing donor resources.

▶ **Figure 8.2. Resource Mobilization Timeline**



8.2. Mobilizing immediate internal resources to boost ILO response capacity and to launch initial rapid-impact interventions in the HDP Nexus

Experience has shown that the key to success is to immediately establish ILO response operations at field level, even if only modest in scope. This provides an opportunity for assessing what is needed and is a good way of demonstrating ILO expertise, also with other UN agencies. While the ILO's systems and procedures are not necessarily set up for rapid response, it is possible to organize a "surge" and engage in immediate activities that are conflict-sensitive and that lay the groundwork for medium and longer-term interventions. Immediate jobs and livelihood opportunities can be effective in humanitarian response, but they must be used as an investment in long-term development. They must also be embedded into a longer-term employment strategy that aims to create decent jobs for strengthening dignity, security, trust and peace. All actors involved in employment programming for peace should make an effort to ensure the initiatives also contribute to sustainable peace. Furthermore, the ILO should ensure form the start that constituents participate from the beginning to recovery activities.

For this purpose, it will be important to mobilize the ILO's own resources quickly; securing external resources takes time.

As well as funding, it may also be possible to obtain the temporary secondment of staff from headquarters or other field offices to boost the ILO's capacity for engagement and coordination on the ground.

8.2.1. Mobilizing internal or existing funding

Existing resources available to a field office (RB, RBTC), or solicited from relevant technical units, should be invested to signal the high priority of the work. This is a pre-condition and starting point for exploring the following:

- PROGRAM, with the endorsement of the regional office, can ask the DG to make a special allocation of RBTC from a reserve fund. A request of this kind this should be based on activities that will help position the ILO and its constituents for subsequent larger programmes and funding.
- Similarly, an exceptional allocation of flexible RBSA may be considered. A request of this kind should be made to PROGRAM through the regional office, making the business case that this investment will make it possible to leverage much larger voluntary funding from donors, based on evidence of the ILO's early results.
- Finally, donors can be asked to shift the focus of ongoing projects to incorporate new priorities as they emerge.

8.2.2. Mobilizing internal support and initial communication

When formulating a response, it is important to define – in conjunction with the relevant ILO field office, decent work team, regional office and policy departments – what the ILO can offer in response to the crisis and in sustaining peace. It is at this very early stage that the lead ILO country office should assess what ILO technical expertise needs to be mobilized for involvement in the response, taking into consideration:

- the needs emerging from the initial assessment made by the UN country team (UNCT)/ humanitarian country team (HCT);
- existing ILO projects in the country (if any);
- the capacity of the local team;
- the complementarities and opportunities for the ILO to address problems not already covered or insufficiently covered by other responders.

In the case of a sudden disaster, the time for consultation is extremely limited. It is therefore advisable to make an initial strategic selection, while consultation on a more comprehensive engagement is ongoing.

An initial communication concerning the disaster/crisis and its estimated impact on the world of work and livelihoods could be made on the ILO website (in the form of a news item or press release), to demonstrate the Office's engagement in the response at an early stage.

As illustrated in the joint ILO/DPPA brochure on "Sustaning Peace though employment and decent work", it is also important to ensure that employment and decent work is mainstreamed into Joint UN planning frameworks In light of the potential contribution to peace principles and approaches, policy specialists and decision makers should jointly consider introducing employment and decent work in their programme planning and design processes. For the UN and partners, this could be done through: a joint conflict analysis as part of the Common

Country Analysis (CCA), Recovery and Peacebuilding Assessments (RPBA), Post-Disaster Needs Assessments (PDNAs, see chapter 6), and Sustainable Development Cooperation Frameworks for UN Country Teams; Integrated Strategic Frameworks or Strategic Reviews in settings with UN peace operations; or Regional Crisis Response Plans in humanitarian emergencies. Assessments and consultations with national stakeholders should include the national labour institution or ministry, and workers' and employers' organizations. When these planning processes are carried out in conflict settings, specialists should also consider linkages with ILO Decent Work Country Programmes (DWCPs), where they exist.

8.3. Participating in the flash appeal/response plan

The resource mobilization strategy starts at the very beginning of the HPC, with the issuing of a flash appeal by the humanitarian coordinator (HC) (see Chapter 5). Flash appeals are usually issued within three to five days of the beginning of an emergency. In this short time span, organizations leading and coordinating the response in a given sector or area of activity (i.e. cluster or sector leads), working with relevant partners, have to produce an estimate of the interventions required and the corresponding funding needs. A rapid assessment of the ILO's funding needs and early engagement with the cluster leads is therefore crucial to ensure that the ILO's funding needs are included in the flash appeal.

Depending on the clusters/sectors activated by the Inter-Agency Standing Committee (IASC) and the HC, as well as the technical field in which the ILO wishes to be involved, the ILO's response would normally fall under a heading such as "food security and livelihoods", "economic recovery and infrastructure", "protection" or "multi-sector".

- The Inter-Agency Standing Committee (IASC) is the primary mechanism for the inter-agency coordination of humanitarian assistance. It is a forum involving key UN and non-UN humanitarian partners.
- The ILO is not a member but participates in the work of the Results Group on Humanitarian Development Collaboration.

8.3.1. Submitting ILO requirements

Usually within one month of the launch of the flash appeal, a fully fledged **humanitarian response plan (HRP)** is developed, or the existing one updated. Ahead of its finalization, ILO field offices should submit intervention proposals and funding requirements to the respective cluster/sector leads for inclusion in the HRP. Participating agencies upload and update their projects and funding requests through the HPC project module.

Tool 8.2 – Website: Humanitarian Programme Cycle (HPC) tools, including Project Module

Tool 8.3 – Training presentation: Instructions on how to use the HPC Project module, 2018

Tool 8.4 – Website: The Inter-Agency Standing Committee (IASC)

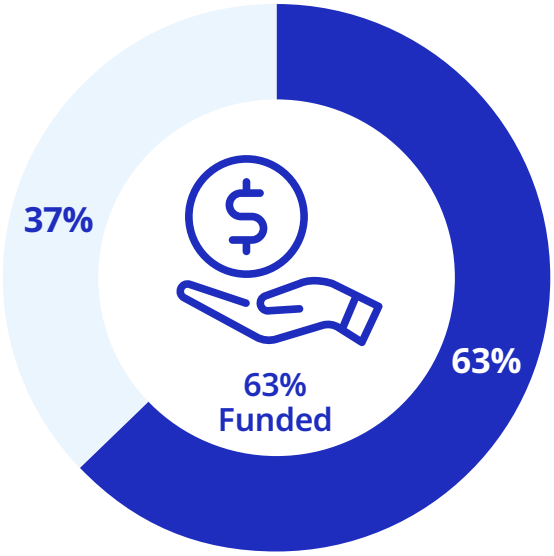
Depending on the plan, the submission of funding needs can be based either on "projects" defined by each agency, or in a non-project-related manner (with the needs estimate based on the number of affected people).

For slow-onset and protracted crises, the process differs slightly, as it is usually based on a yearly cycle. The submission of funding requirements for the response plan therefore normally takes place between September and December for the following year. In such cases response plans often focus on displaced populations (so-called **regional response plans, RRPs**). Recent examples include the Regional Refugee & Resilience Plan for Syria or the Refugee and Migrants Response Plan for Venezuela. These are usually coordinated by the UNHCR and its partners, such as the IOM.

Funding requirements submitted by the ILO should cover the planning horizon of the response plan. This is usually one year, but in some instances, especially in the case of protracted or slow-onset crises and conflicts, the response plan can be multi-year. This means that the funding requirements for a one-year plan should indicate the ILO's financial requirements for that specific year, while in the case of a three-year plan the requirements should be calculated for three years. When estimating funding requirements, it is important to include in the calculation any existing resources already allocated to the crisis response

for the relevant year(s) of the plan, irrespective of the year of receipt of the funds. If, for instance, US$ 2,000,000 were received for a crisis-response project spanning 2019 and 2020, of which 1,000,000 were allocated to 2020, the ILO resource requirements for 2020 should equal 1,000,000 of already met requirements + the estimated amount of unmet requirements.

▶ **Figure 8.3. Example of a funding coverage chart from Financial Tracking Service**



The figure illustrates the difference between funding received (blue) for a response plan and as yet unmet requirements (grey).

The funding requirements will be made publicly available in the response plan itself and on the OCHA's Financial Tracking Service (FTS). Any changes in ILO requirements within the year (or the period of validity of the plan) should be communicated to the cluster/sector leads and to the local OCHA (in the case of an HRP) or to the UNHCR (in the case of an RRP), which will assess the possibility of revising the plan.

While the submission of requirements for the response plan does not guarantee that funds will be mobilized, it is an important way to demonstrate that the ILO's activities are coordinated with the overall UN response, thus raising its visibility and laying the foundations for possible inter-agency partnerships and participation in pledging conferences. This increases the likelihood of donors funding the ILO's response, as it would not be perceived as an isolated initiative.

8.3.2. Communicating the ILO's appeal

As soon as the response plan is finalized, it is a good practice to develop a specific ILO appeal brochure or website,[91] where the key points of the ILO's response strategy, its target beneficiaries and funding requirements should be explained in a clear and straightforward way. The information contained in this brochure should be based on the content of the response plan, but should tell the story in a more compelling, less technical way, with the focus on people in need. The use of infographics and charts, as well as of quantifiable targets and indicators (disaggregated by area, gender, age, area of intervention, etc.), is strongly encouraged.

These communication materials are a good way of indicating the ILO's distinctive contribution to the overall response, and its own funding needs. Since the response plan and the data available on FTS remain the main point of reference for the international community, it is very important to avoid inconsistencies between the information communicated initially and the information included in the brochure.

The communication material should be made available online as soon as possible and can then be disseminated to key partners and donors both at headquarters and locally, in consultation with PARDEV.

91 See for instance the website covering the ILO's work on the Syrian refugee crisis: ILO Response: Syrian Refugee Crisis in Jordan and Lebanon.

Depending on the capacity of the relevant office and the magnitude of the crisis, it is often a good idea to create a thematic portal on the respective regional or country website. A good example is the portal featuring the ILO's response to the Syrian Refugee Crisis on the RO-Arab States' website.

Tool 8.5 – Online Portal: ILO's response to the Syrian Refugee Crisis, ILO

8.3.3. Participating in donor and pledging conferences

To coordinate efforts and focus attention on a specific crisis situation, the international community sometimes organizes ad hoc conferences that bring together affected governments, international institutions and political leaders. Often these conferences are organized with the objective of raising funds (so called "pledging conferences"), though sometimes the focus is more on coordination. Regardless of the specific nature of the conference, the agenda and the speakers at the event reflect the priorities of the international community in responding to the crisis situation as it unfolds.

Ahead of the conference, it is therefore important to help shape the agenda and ensure that ILO concerns are included. With as much advance as possible, the ILO's planned response needs to be communicated to the organizers (a UN agency, e.g. the OCHA, or a government), the government and social partners of the affected country/region, and the ILO's development partners (see the previous section). It is important to have a defined ILO position and to share this widely in order to gather widespread support if the ILO wants to have a prominent role in the conference (and consequently in the response to the crisis).

The different actors need to be convinced that ILO can add value to the response and should therefore be represented at the conference and have a speaking slot. As such conferences are often organized in response to a deteriorating humanitarian situation, there may not be much time to prepare and ensuring high-quality input can be challenging. It is therefore crucial to collect as much information as possible through different channels (in-country UNCT/HCT meetings, other UN agencies at headquarters, donor contacts, etc.) and alert the relevant ILO units (Regional Office, CSPR, technical unit, PARDEV) as soon as possible.

Once the ILO's participation has been confirmed, the following steps should normally be followed:

1. Set up a cross-unit task team to coordinate the ILO's engagement and the conference preparations; PARDEV is available to perform this coordinating role.
2. Produce communication material setting out the ILO's response and share it with relevant partners (UN agencies and development partners at field and headquarters level; see previous section).
3. Once the date of the conference is tentatively set (or even earlier) enquire with the conference organizers to secure a speaking slot for a senior ILO representative at the conference. Note that invitations are often sent out at a very late stage, and only once when it has been confirmed who from which organizations will be participating. It is therefore important to stress that ILO should not wait for the invitation to commit to participating.
4. Organize bilateral meetings with development partners before the conference. This can be facilitated by PARDEV. Bilateral meetings should be organized as early as possible, as they may influence pledging decisions.
5. Prepare for the conference: speaking points/speech, bilateral meetings, logistics (registration, etc.). Details of the logistics are usually provided by the organizers.

6. Prepare press releases, tweets, etc. to be published on the day of the conference, the day before or the day after on relevant ILO websites. Make sure that someone takes pictures of the ILO delegation during the conference.
7. During the conference, organize additional bilateral meetings with ILO head of delegation. During the meeting, the ILO's added value should be highlighted and questions from partners noted and – if possible – addressed. Keep track of the pledges made and of individual donors' priorities.
8. Conference follow-up: Review the pledges and interventions of development partners. Follow up with partners who attended bilateral meetings, as with those whose interventions mentioned ILO-related topics.

8.4. Mobilizing external resources

Credible and realistic needs assessments have a positive impact on donor decision-making, as does evidence of coordination and complementarity with the overall international response. The humanitarian country team and the leads of each cluster/sector of the response plan may provide overarching resource mobilization targets and strategies, and play a key role in facilitating funding allocations from pooled funds to cluster partners. However, each UN organization remains responsible for its own resource mobilization, and for obtaining a share of any pooled funds, and the ILO should be keenly aware of the need to profile its service offer and capabilities in this context.

While the ILO's principal funding partners provide mainly development funding, positioning the ILO at the intersection of the Humanitarian-Development-Peace Nexus makes it possible to explore the possibilities of humanitarian funding mechanisms. However, humanitarian funding is allocated in a different way than development funding:

- Decisions are usually taken in a much shorter time, especially in the case of sudden emergencies (from 72 days to 2–3 months).
- Coordination among response actors through participation in joint response plans is highly valued and often a necessary condition for consideration for funding.
- The proposed intervention must be justifiably urgent and relevant. While the ILO's intervention model should always aim for long-term and sustainable impact at the policy level, initially the focus should be on emergency interventions in the short and medium term.
- The timeframe for presenting initial results should be no longer than 12 months.
- The design and implementation are expected to be rapid and to yield tangible, quantifiable results (number of people affected, number of services delivered, etc.).

Given the urgent and competitive environment that characterizes these scenarios, local ILO representatives should engage with local donor representatives from day one. ILO officials should provide information relevant to the response being organized within the ILO remit, e.g. by providing labour market data and highlighting the labour-related aspects of recovery activities (OSH, child labour, wages, employment generation and so on). Reference can then be made to the ILO intervention strategy emerging from this intelligence gathering.

Producing elaborate concept notes is not usually a time-effective strategy in the context of a rapidly developing crisis situation. On the contrary, it is advisable to produce concise but reliable and carefully costed concept notes (2 pages) to be used as a basis for discussion of funding needs and other requirements at the cluster level, and for preparing appeal brochures (as explained in section 8.3).

It is also strongly advisable to arrange regularly coordinated senior staff visits to donor capitals and field locations (in collaboration with PARDEV), ensuring appropriate communication and media outreach when doing so (in collaboration with DCOMM).

8.4.1. Funding through UN channels

A growing share of voluntary contributions to the ILO are coming through UN channels. The UN Reform and improved arrangements for "working as one" have accelerated a range of pooled UN funding mechanisms, including funding for humanitarian response and recovery, as well as for work in fragile contexts. As part of the 2005 humanitarian reform process, a comprehensive international architecture has been developed to support fragile and conflict-affected countries in transitioning from relief to sustainable development and to foster synergies across recovery efforts. The common UN Deputy Special Representative to the Secretary-General/ Humanitarian and Resident Coordinator (UN DSRSG/ HC/RC) is now responsible for the coordination of peacekeeping and security, as well as humanitarian and development efforts.

A new generation of pooled funds, administered by the UN, have been set up to promote the transition from crisis to sustainable development in fragile and conflict-affected states. These funds, pooling resources from a range of contributors, enable holistic, strategic engagement in transition environments, and significantly reduces transaction costs for donors and partner-country governments alike.

The ILO has benefited from these pooled funding mechanism, in particular:

- **UN Multi-Partner Trust Funds (Humanitarian/ Peacebuilding focused):** Between 2007 and 2020, the ILO implemented interventions amounting to around US$ 75 million i.e. over US$ 5.8 million per annum.
- **UN-UN Collaboration (Humanitarian/ Peacebuilding focused):** Between 2010 and 2020, the ILO implemented interventions amounting to around US$ 20 million i.e. over US$ 2 million per annum.

Central Emergency Response Fund

The Central Emergency Response Fund (CERF) is a stand-alone trust fund providing seed money to jump-start critical operations and life-saving programmes not yet funded from other sources. While the CERF has been used primarily to fund critical humanitarian needs (life-saving), on some occasions it has also funded early-recovery activities.

While the HC/RC decides on whether to use the CERF, he/she will consult with the country team to identify and prioritize the life-saving needs to be funded. Agency proposals to the CERF must first be vetted at the country level by the HC/RC. The Emergency Response Coordinator then approves applications based on input from the OCHA, and funds are disbursed directly to the agencies whose projects have been approved for funding.

As the ILO is not typically involved in work with a life-saving focus, its access to CERF funding is very limited. Only once, in 2012 in the Philippines, did the ILO receive a CERF allocation (see below). For CERF-related information, technical guidelines, application templates, annual reports and updates, please visit the CERF website.

Tool 8.6 – Website: Central Emergency Response Fund (CERF)

▶ Box 8.1. Typhoon Pablo, Philippines: ILO receives support from CERF

Typhoon Pablo barreled through eastern Mindanao provinces in the early hours of Tuesday, 4 December 2012 and brought death and destruction to areas that never before experienced calamities of such magnitude. To support its humanitarian response and livelihood recovery programme, for the first time the ILO received funding from the CERF to help communities affected by Typhoon Pablo to recover by creating emergency employment in coastal communities in four municipalities in Davao Oriental.

Outcomes:

- 54,108 workdays created due to additional number of workers employed. With full equipment support provided by the province, the project maximized resources to cover more areas.
- $432,626.47 ($383,250 from the CERF grant) were injected into the local economy, including additional funds from the RBTC (internal ILO source). The adoption of a resource-based approach (labour-intensive works) and ILO advocacy for decent and productive work meant that funds were optimized by the local purchase of protective gear and tools, and payment of wages. The ILO was able to employ more people than planned by using internal sources of funding and by making savings on equipment for debris clearing work, thanks to the provincial government and the Philippine Coconut Authority. Savings made by not having to rent equipment were re-allocated to wages, so as to employ as many workers as possible.

Recommendations

- Develop a roster of potential contracting partners and consider other alternatives
- Greater ILO visibility could avoid local trust issues
- Develop a roster of emergency staff on the emergency response team
- Work with SSS and Philhealth to advocate for relaxed requirements in emergencies
- Advocate for the provision of psycho-social services for CFW beneficiaries

Source: Local resource-based employment generation, climate change impact mitigation and livelihood recovery interventions in Davao Oriental, ILO Philippines, 2015

UNSDG Multi-Partner Trust Funds

Multi-Partner Trust Funds (MPTFs) are trust funds in which a range of donors pool their contributions for a specific purpose, with funding then allocated to eligible UN agency projects. The ILO is actively involved in a wide range of MPTFs (see the ILO factsheet, Tool 8.6 below).

Most MPTFs have a global focus but there are also MPTFs for specific countries, such as the Somalia Multi-Window Trust fund, the DRC Humanitarian fund, the South Sudan Humanitarian fund and the Mali Climate Fund.

Tool 8.7 - Factsheet: ILO´s factsheet on Multi Partner Trust Fund

Tool 8.8 – Website: Homepage of the Multi Partner Trust Fund Office

The United Nations Secretary-General's Peacebuilding Fund (PBF)

The UN Peacebuilding Fund (PBF) is a country-focused, globally pooled fund that provides "timely, risk-tolerant, and flexible" funding to peacebuilding initiatives, before, during and after conflicts. The Peacebuilding Support Office (PBSO) is responsible for the overall management of the PBF under the authority of the Secretary-General. The Multi-Partner Trust Fund Office (MPTFO) is the PBF's fiduciary agent. Between 2017 and 2019, PBF approved over US$531 million in peacebuilding initiatives in fifty-one countries. The PBF allocates money through two funding facilities, the Immediate Response Facility (IRF) and the Peacebuilding Recovery Facility (PRF). In addition, the Gender and Youth Promotion Initiative is launched on a yearly base and promotes joint UN-CSOs programmes. PBF-funded projects supporting employment and livelihoods tend to fall within its Priority Area "Revitalization of the economy and

generation of immediate peace dividends" through support to employment and equitable access to basic services.[92]

Every year, The PBF launch the Gender and Youth Promotion Initiative (GYPI).[93] It is an expression of the Fund's commitment to inclusive peacebuilding. It supports the empowerment of women and the advancement of gender equality and recognizes the important and positive role young people play in peacebuilding.

Through the initiative the PBF seeks to increase **its peacebuilding impact** and advance the implementation of the Secretary General's Seven-Point Action Plan on Gender-Responsive Peacebuilding, Security Council resolution 1325 (2000) and others on Women, Peace and Security, and Security Council resolution 2250 (2015) on Youth, Peace and Security.

From 2017 to 2019, 53 livelihood or employment projects were funded through the PBF in 23 conflict-affected countries for a total of US$ 30 million according to the Peacebuilding Fund's Dashboard.

In order to mobilise PBF funds, it is key to develop programmes that are explicitly conflict-sensitive and contribute to peace, based on the pathways introduced in Chapter 4 of this guide, as well as ILO's Handbook on "how to mainstream peacebuilding results into employment programmes"[94] and ILO/PBSO joint brochure on "**Sustaining peace through Employment and Decent Work**".[95]

▶ Box 8.2. Examples of ILO/PBF projects

Lebanon: In a conflict-affected area of Northern Lebanon where enduring tensions among groups of different religious affiliations were stressed further by hosting a large number of refugees from Syria, a Peacebuilding Fund joint project Building Bridges Amongst "Youth at Risk" (ILO and UNDP, 2017-19) facilitated contact and fostered positive interactions between Lebanese and Syrian refugee youth between the ages of 15 and 24 years. This was done through livelihood opportunities and social stability activities, including entrepreneurship training, business plan development; funding for business startups; vocational training in agriculture, general services and hospitality; internship placements with existing businesses; and strengthening Lebanese-Syrian socio-economic committees.

Somalia: A Peacebuilding Fund joint project (ILO, FAO, UNICEF, WFP, IOM, UNHCR) (2017-2018) supported Somali returnees from Kenya and their host communities in a volatile, conflict-affected border region. It did this by creating basic livelihood opportunities through resources and capacities, including skills, vocational training, and market analysis; and employment schemes from cash for work to microenterprise support. This joint, crosssector, cross-border project was innovative in its tripartite approach to cooperation between UN and the Governments of Somalia and Kenya, with private sector involvement. The project informed Somalia's strategic priorities for stabilization and delivery of direct peace dividends, including commitments to reconciliation and investing in job creation.

The UN Human Security Trust Fund

The Human Security Trust Fund (HSTF), supported by the Government of Japan, is managed by UN OCHA. The fund is intended to support projects that address a range of threats, including poverty, environmental degradation, conflicts, landmines, refugee problems, illicit drugs and infectious diseases such as HIV/AIDS, and thus to secure people's lives, livelihoods and dignity in the real world.

The objective of the Fund is to translate the concept of human security into concrete activities implemented by UN agencies. Among other things, the Fund attaches great importance to the top-down (protection) and bottom-up (empowerment) approaches to alleviating threats to human security.

92 The United Nations Peacebuilding Fund
93 The UN Secretary-General's Peacebuilding Fund, the Gender and Youth Promotion Initiative
94 Handbook: How to Design, Monitor and Evaluate Peacebuilding Results in Jobs for Peace and Resilience Programmes, ILO, 2019
95 Brochure: Sustaining Peace through decent work and employment, ILO and UN Department of Political and Peacebuilding Affairs (DPPA), 2021

Proposals are selected on the basis of: (i) coverage of "inter-related" issues and joint implementation by more than one UN organization, (ii) direct benefits to the target groups.

The human security approach in a nutshell:

As noted in General Assembly resolution 66/290: "*Human security is an approach to assist Member States in identifying and addressing widespread and cross-cutting challenges to the survival, livelihood and dignity of their people." It calls for "people-centred, comprehensive, context-specific and prevention-oriented responses that strengthen the protection and empowerment of all people*".

Insecurities must be tackled together, comprehensively. Only then will people begin to feel safe in all aspects of their lives, have the income and opportunities to attain wellbeing, and know that their rights and dignity are fully respected. Only then will they enjoy human security – a more powerful, lasting approach to the most difficult deficits in peace and development.

Tool 8.9 – Handbook: Human Security Handbook: An integrated approach for the realization of the Sustainable Development Goals and the priority areas of the international community and the United Nations system, United Nations, 2016

Tips: How decent work programmes can contribute to the human security approach

Employment and having a predictable source of income is not only central to human security, but also a means of sharing peace dividends. While having a job obviously gives **economic security**, decent jobs can also contribute to:

- **Food security**, by providing access to income and rural livelihoods, promoting agricultural value chains, promoting rural cooperatives, and so on;
- **Health security**, by giving access to social protection (such as social protection floors);
- Environmental security, by creating green jobs and stimulating environmentally friendly labour-based infrastructure development;
- **Personal security,** by ensuring respect for fundamental right at work and preventing such violations as human trafficking and child labour;
- **Community security**, by forging economic relationships and contact between conflicting groups and so promoting social cohesion;
- **Political security**, by encouraging social dialogue and giving a voice to workers and employers.

▶ Table 8.1. Types of human insecurities and possible root causes

Type of insecurity	Root causes
Economic insecurity	Persistent poverty, unemployment, lack of access to credit and other economic
Food insecurity	Hungers, famine, sudden rise in food prices
Health insecurity	Epidemics, malnutrition, poor sanitation, lack of access to basic health care
Environmental insecurity	Environmental degradation, resource depletion natural disasters
Personal insecurity	Physical violence in all its forms, human trafficking child labour
Community insecurity	Inter-ethnic, religious and other identity-based tension, crime, terrorism
Political insecurity	Political repression, human rights violations, lack of rule of law and justice

Source: Human Security Handbook: An integrated approach for the realization of the Sustainable Development Goals and the priority areas of the international community and the United Nations system, United Nations, 2016

8.4.2. Bilateral donors

Funding by bilateral donors (national governments) is the UN's main source of funding. While a large part of such funding passes through UN channels (see section above), the ILO also benefits directly. To engage with bilateral donors, the first step is to identify those governments for which the affected country/region concerned is a priority and/or those partners that have a specific thematic interest. Research should be conducted for each bilateral partner to determine their existing funding flows to humanitarian crises/situations in different countries/regions, and to identify any relevant funding announcements or call for proposals. Beyond the information made available by PARDEV, it is crucial to find out the views of embassies at country level and to read recent press releases issued by ministries of foreign affairs/ministries of development cooperation in relation to crisis situations.

In gauging the interest of bilateral donors, it is also helpful to track their contributions to UN-wide humanitarian funding initiatives, funds, appeals, call for proposals and so on. This is useful in identifying specific sources of funding for humanitarian affairs.

The DC Dashboard and OCHA's Financial Tracking Service can be used to see which donors are funding which projects in a particular country/region, especially if a rapid response is required, as a crisis response is best built on existing capacities and experience.

Tool 8.10 – Website: ILO Development Cooperation (DC) Dashboard

Tool 8.11 – Website: OCHA's Financial Tracking Service

▶ Box 8.3. Example of an ongoing ILO project funded by the HSTF

Enhancing protection and empowerment of migrants and communities affected by climate change and disasters in the Pacific region

Timeframe: 2018–21

Agencies: ESCA, OHRC, ILO

Budget: Overall: US$ 5,300,000
UNTFHS: US$ 2,000,000
ILO: US$ 340,000, mainly for specialist missions and consultants

Programme objectives:

1. Pacific communities and governments demonstrate strengthened capacity and coordination by adopting a human-security-based approach to climate-change and disaster-related migration, displacement and planned relocation.
2. Migrants and communities in the Pacific Island Countries benefit from safe labour migration as a sustainable-development and climate-change-adaptation strategy.
3. To contribute to the evidence base of good practices in response to climate-change and disaster-related migration, displacement and planned relocation, with particular focus on the role of the human-security framework.

Programme overview:

The project will promote a **top-down protection framework** through government and civil society (objective one), while contributing to **bottom-up empowerment measures** (objective two). This intention is to help vulnerable people affected by climate change to adopt labour mobility as a climate-change-adaptation strategy, and to work at the community level to promote skills development, financial literacy and education. Skills enhancement activities will be complemented by support for recognition of educational qualifications and degrees to ensure that migrants do not have to settle for jobs below their skill levels if they migrate within or beyond the Pacific Region. The project promotes partnerships with civil society groups by including CSOs, and employer and business membership and workers' organizations in regional labour mobility processes. The project will also promote engagement with the private sector under Output 2.5 to ensure the protection of migrant workers throughout the labour-migration process, including ethical recruitment and decent-work options for workers.

8.4.3. European Commission/ European Union

The European Commission is a central body of the European Union and plays a major role in international cooperation and funding of the UN. In recent years, the Commission has been the largest ILO donor.

Humanitarian funding from the EU is generally allocated by the Directorate General for European Civil Protection and Humanitarian Aid Operations (DG ECHO). Today, most ILO funding is more development-focused and comes from other directorates general: International Partnerships (DG INTPA), Employment (DG EMPL), Trade (DG TRADE) and Neighbourhood Policy (DG NEAR).

In recent years, the ILO has been increasingly engaging with a number of EU trust funds set up with the aim of addressing the root causes of conflict and instability, and assisting conflict-affected countries and communities in the transition towards resilience and development. This offers opportunities to engage more with DG ECHO, with a view to securing future funding. The ILO has been working most closely – and increasingly in partnership with other UN agencies – with the EU Emergency Trust Fund for Africa (EUTF for Africa) and with the Madad Fund.

The EU Emergency Trust Fund for Africa

Established to support the most fragile African countries and managed by the European Commission as trustee, the EUTF for Africa aims to foster stability in the region in response to the challenges of irregular migration and displacement, and to contribute to better migration management. It seeks to address the **root causes of destabilization, displacement and irregular migration by promoting economic and equal opportunities, security and development.** The countries and regions covered are:

- The Sahel region and Lake Chad area: Burkina Faso, Cameroon, Chad, the Gambia, Mali, Mauritania, Niger, Nigeria and Senegal.[96]
- The Horn of Africa: Djibouti, Eritrea, Ethiopia, Kenya, Somalia, South Sudan, Sudan, Tanzania and Uganda.[97]
- The North of Africa: Algeria, Egypt, Libya, Morocco and Tunisia.[98]

Neighbouring countries may also benefit, on a case-by-case basis, from EUTF projects with a regional dimension that address regional migration flows and cross- border challenges.

Access: For each geographical region, the Commission appoints a manager, one of whose key roles is to propose actions to the Operational Committee. EU delegations are key in the process of identifying and formulating action.

Tool 8.12 – Website: European Union Emergency Trust Fund for Africa

The European Union Regional Trust Fund in Response to the Syrian Crisis (the Madad Fund)

The Madad Fund brings an integrated EU response to the crisis in Syria, addressing the longer-term economic, educational and social needs of Syrian refugees in neighbouring countries, such as Jordan, Lebanon, Turkey and Iraq, and helping overstretched host communities and their administrations. The EU Regional Trust Fund is also one of the key instruments through which the new EU "compacts" with Jordan and Lebanon will be implemented.

Access: Focused calls for concept notes by sector and/or country will be issued in the coming months, to which partners are invited to respond.

Tool 8.13 – Website: European Union Regional Trust Fund in Response to the Syrian Crisis (the Madad Fund)

The European Trust Fund for the Central African Republic

The "Bêkou" Trust Fund (2016–20) was the first ever European multi-donor trust fund, established with the aim of bringing about the transition from emergency response, such as humanitarian aid, to longer-term development assistance, following the "linking relief, rehabilitation and development" (LRRD) approach. It is contributing to reconstruction in the Central African Republic, in particular restoring the national and local administrations, re-establishing economic activity and essential services (such as electricity, transport, health and education) and stabilizing the country.

Tool 8.14 – Website: The European Trust Fund for the Central African Republic: The "Bêkou" Trust Fund

8.4.4. International financial institutions/Multilateral development banks

While IFIs and MDBs provide concessional financing chiefly in the form of loans and grants to governments, there are specific situations in fragile contexts where funding is channelled through UN agencies. The World Bank, for instance, has a special interest in Fragility, Conflict and Violence (FCV)[99] and has directly funded the UN's work in Yemen. The World Bank earlier funded the ILO's work in response to the tsunami in Indonesia.

The ILO collaborates with the World Bank in a range of technical areas, and the two institutions are also partners in the PROSPECTS[100] programme (both the World Bank's FCV programme and the International Finance Cooperation). The ILO also works

96 European Commission, EU Emergency Trust Fund for Africa
97 European Commission, EU Emergency Trust Fund for Africa
98 European Commission, EU Emergency Trust Fund for Africa
99 World Bank, Fragility, Conflict & Violence
100 ILO, Partnership for improving Prospects for host communities and forcibly displaced persons

increasingly with the African Development Bank and the possibilities for collaboration with other IFIs/MDBs are being explored.

At country level, the ILO should always make contact with the World Bank resident mission. The World Bank will typically be involved in loss and damage assessments, and in advising governments on recovery programmes and policies. The ILO can contribute specific labour market data and policy proposals as a way of engaging with the World Bank.

8.4.5. The private sector, including philanthropic foundations

The ILO works increasingly with philanthropic foundations and has ongoing agreements with all the major ones. These foundations may also be willing to support ILO programmes concerned with fragility. The ILO should either respond to specific calls for proposals or make spontaneous submissions. The kind of funding available often favours innovative pilot programmes or action research interventions, rather than large mainstream operations.

Enterprises are also a possible source of funding for the ILO's work in fragile settings, especially when they have operations or supply chains in the areas affected. Engagement with the private sector follows a Public–Private Partnership (PPP) procedure and needs to be supported by the ILO's social partners in the country. PARDEV's website provides further information.

Tool 8.15– Webpage: Public-private Partnerships (PPPs) for Decent Work, ILO

8.5. Communicating results and sharing knowledge

An integral part of a resource mobilization strategy is to maintain an on-going dialogue with donors on changing needs, results achieved and funding received. In a crisis situation, there is typically a lot of attention on the part of the international community, with large amounts of funding flowing into the country/region concerned. This being the case, it is important to show what distinguishes the work the ILO is doing from that of other agencies, and crucial to provide development partners with material on the success of the ILO intervention that they can communicate in their capitals.

In a very competitive environment where everyone is working under pressure, it is important to highlight results and give partners a reason to provide additional funding. Beyond resource mobilization, the ILO can also demonstrate its added value by, for instance, issuing OSH guidelines for infrastructure reconstruction work or giving advice on the minimum wage that should be paid by all UN agencies involved in cash-for-work projects.

8.6. Reporting and monitoring funds received

All organizations receiving funds for the activities planned in a crisis response plan are expected to regularly inform the OCHA's Financial Tracking Service (FTS) of any new funding, including internal allocations or the use of private funds. Timely and accurate fund tracking is particularly important, making it possible to estimate the funding situation of each emergency and each sector of intervention. This information is regularly published and monitored by decision-makers and crisis responders, and is often used as a basis for decisions on allocation of resources.

The ILO must ensure that incoming funds are reported to the FTS at least quarterly in the case of any response plan for which it has submitted requirements. In the absence of such reporting requirements, the funds will not be recorded in the FTS and will therefore remain invisible to the international humanitarian community.

Reporting is usually carried out quarterly and is centralized at headquarters level (PARDEV is the unit reporting to the OCHA). PARDEV may contact field offices to request validation of the figures prior to submission. However, in the case of rapid response plans, the UNHCR may require separate country-based reporting. In such instances, it is important that the field offices concerned liaise with PARDEV to ensure coherence.

The ILO's reporting to FTS normally includes information on funding received (including RBSA allocations), the year of decision by the donor, the corresponding response plan, country and response plan project (if applicable), the funding status and the allocation of the budget by year.

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