

Fragile-to-Fragile Cooperation and Decent Work: An ILO Perspective

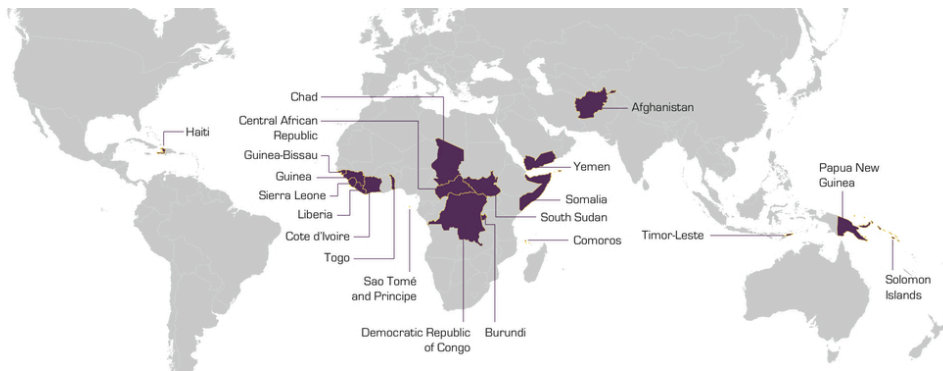
Document 08

INTERNATIONAL DIALOGUE STEERING GROUP MEETING
25 May 2015, Abidjan, Côte d'Ivoire





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First published 2015

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Fragile-to-Fragile Cooperation and Decent Work: an ILO perspective
International Labour Office — Geneva: ILO, 2015

ISBN 978-92-2-129652-2 (print)
ISBN 978-92-2-129653-9 (web pdf)

international cooperation / economic and social development / economic recession / economic disparity / South South / decent work / social protection / role of UN / role of ILO

01.01.1

ILO Cataloguing in Publication Data

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This publication was produced by the Document and Publications Production,
Printing and Distribution Branch (PRODOC) of the ILO.

*Graphic and typographic design, layout and composition, printing,
electronic publishing and distribution.*

PRODOC endeavours to use paper sourced from forests managed
in an environmentally sustainable and socially responsible manner.

Code: REPRO-DISTR

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Fragile-to-Fragile Cooperation and Decent Work: an ILO perspective¹

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January 2015

PURPOSE OF THE DOCUMENT

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

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

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

I – THE g7+ NEW DEAL FOR ENGAGEMENT IN STATES IN FRAGILE SITUATIONS

About 70% of the “states in fragile situations” have been in conflict since 1980. Though 50% of ODA is spent in conflict-affected countries, after decades of traditional “donor-to-beneficiary country” international cooperation, a growing awareness developed in recent years about the merits of exchanging experiences and forging cooperation partnerships among southern countries². In 2010, a group of Fragile and conflict-affected countries, meeting in Dili, Timor-Leste, established the “g7+” to share experiences and to advocate for reforms to the international community’s engagement in conflict-affected states.³ The core mission of the g7+ is to promote peace building and state building as the foundation for transition out of the margins of conflict to the next step of sustainable development. The g7+ provides a platform for countries in fragile situations to come together to discuss their shared development challenges and advocate for better international policies to address their needs. Following Dili, a second global meeting of the International Dialogue was held in Monrovia in 2011. A landmark agreement was reached as participants and members of the g7+ agreed on five Peacebuilding and Statebuilding Goals (PSGs) as preconditions for delivering the MDGs in states in Fragile Situations. The PSGs and the wider vision articulated in the Monrovia Roadmap have provided the foundation for constructing the “New Deal for Engagement in Fragile States”⁴.

On the 30th November 2011, at the High Level Forum on Aid Effectiveness, the g7+ advocated for a *New Deal for Engagement in Fragile States*⁵. The New Deal policy document, which builds on the

¹ This publication is a working paper only.

² Ref. Helder da Costa, General Secretary of the g7+; PPT October 2014.

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

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

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

vision and principles articulated from the Millennium Declaration to the Monrovia Roadmap, proposes key Peacebuilding and Statebuilding Goals, focuses on new ways of engaging, and identifies commitments to build mutual trust and achieve better results in states in fragile situation. The basis for this new paradigm was the acknowledgment that some beneficiary countries have learnt sufficiently from past development efforts and have mastered approaches and techniques that can now be shared with other countries. As a follow up to the Forum, the g7+ started promoting the idea of “Fragile to Fragile” (F2F) cooperation, which consists in (i) sharing good practices and experiences to promote peaceful societies and (ii) placing common issues and goals in international agendas and forums as well as (iii) mutually supporting one another through exchange programs and resource mobilization from a fragile to another fragile country.

South-South and triangular cooperation (SSTC) aims to provide an innovative response to global challenges that is well adapted to the needs and development policies of the partner countries in fragile situations. The objectives and practices of SSTC are aligned with the principles of national ownership and self-assessment of F2F cooperation mechanisms as outlined in the Dili Consensus of the g7+. These countries experience similar situations and face similar challenges and as they develop solutions to cope with current difficulties, the potential for South-South Cooperation increases taking into account the sharing and adaptation of these solutions into analogous contexts. Through peer sharing and lessons learned, their successes and failures inform a new and better understanding of their own conditions and necessary steps for transition.

II – THE ILO’S INVOLVEMENT IN F2F COOPERATION WITHIN THE FRAMEWORK OF THE g7+

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

Since its foundation, the ILO has highlighted the role of socio-economic programs and policies in peace building and recovery. The *Employment (Transition from War to Peace) Recommendation* 1944 (n. 71) proposed a pioneering approach to promote peace and social justice in the aftermath of World War II through employment-based recovery and reconstruction. Post-conflict, Fragile and disaster-affected environments are characterized by instability, insecurity, poverty and inequality. Lack of employment opportunities and livelihoods, (youth) unemployment and underemployment, inequalities and lack of participation can be catalysts for conflict. Conflict, natural disasters and fragility aggravate poverty, unemployment and informality, creating a vicious circle leading to even greater fragility. Decent work can be a critical factor in breaking this circle and can lay the foundations for the construction of stable communities.

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

On 30 May 2013, the UN Secretary General's "High Level Panel of Eminent Persons on the post-2015 Development agenda" released its report "*A New Global Partnership: Eradicate Poverty and Transform Economies through Sustainable Development*". Although the MDGs do not directly mention the issue of conflict, the HLP Report highlights the nexus between conflict and development as the way out. Focusing on long-term solutions and peacebuilding rather than peacemaking is crucial. Within this framework, the ILO has actively advocated for job creation, social protection and decent work themes to be included in the list of the new Development Goals, which will replace the previous MDGs after the target date for achieving the Millennium Development Goals passes in 2015. The ILO's tripartite structure is the pathway to peace and prosperity.

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

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

Following the discussions on States in fragile situation held in the ILO Governing Body⁶, on 20 March 2014, during the High-level Panel on Decent Work in Fragile States, Mr. Guy Ryder, ILO Director-General, signed a Memorandum of Understanding with Dr. Helder da Costa, General-Secretary of the g7+⁷. The agreement foresees joint efforts to adapt the ILO's involvement in g7+ Member States to specific contexts, in close cooperation with governments, in particular through joint programs and projects, with specific focus on: (i) Research (case studies) on the following issues: job creation, skills development and industry development; (ii) facilitation of peer learning among the g7+ and other developing and less developed countries with a focus on Fragile-to-Fragile Cooperation; (iii) coordination between development partners and g7+ Member States on matters of international labour migration policy, as well as the socio-economic reintegration of refugees and other citizens of states in fragile situations, particularly within the same region and in neighboring states; and (iv) technical assistance.

Given the ILO's experience in successfully promoting and expanding SSTC, the organization would be well positioned to offer valuable insights on consultation and policy processes to the g7+ and other countries in fragile situations. In this regard, the MoU is an important stepping-stone, as it declares that the "ILO will support and promote Fragile-to-Fragile Cooperation between the g7+ member states and with other developing states, as well as South-South and triangular cooperation".⁸ The "ILO Declaration on Social Justice for a Fair Globalization" states that social dialogue and tripartism help to strengthen social cohesion and the rule of law, as it is based on international labour standards (ILS) covering representation, consultation, freedom of association and collective bargaining. Social Dialogue and Tripartism also play a critical role in achieving the

⁸ For instance, it is worth mentioning that the Secretariat of the g7+ was very active during the X Summit of the Community of Portuguese Language Countries (CPLP) held in Dili, Timor-Leste, in July 2014, as Timor-Leste, Guinea-Bissau, and São Tomé and Príncipe are members of both organisations.

ILO's objective of advancing opportunities for women and men to secure decent and productive work in conditions of freedom, equality, security and human dignity. The ILO supports the creation of conditions for effective dialogue between social partners. It assists governments, employers' and workers' organizations from the global South to establish sound labour relations, adapt labour laws to changing economic and social circumstances, and to improve labour administration.

In Fragile environments, the lack of participation and dialogue opportunities is a common challenge, a situation that drives people to participate in political violence, hindering the peacebuilding and statebuilding processes. The ILO can contribute for strengthening the capacities of workers' and employers' organizations so that they can play an active role in conflict prevention and peace consolidation⁹. During the past years, the ILO has supported union movements and followed up on several initiatives for the promotion of Decent Work. Its main tools in these contexts have been the ILO's "UN Employment Policy for Post-Conflict Employment Creation, Income Generation and Reintegration" and its manual on "Prevention and Resolution of violent and armed conflicts". Social dialogue is an essential tool to reach consensus on the post-2015 development agenda as it helps to ensure the effective implementation of strategies with the involvement of all the stakeholders to address future development challenges.

Within this framework, the ILO intends to contribute to expand and reinforce exchanges among countries and facilitate peer learning among the g7+ member states and between other developing and least developed states and countries in fragile situations with a focus on Fragile-to-Fragile Cooperation (F2F) and South-South and triangular Cooperation. The aim is to provide other governments of States in fragile situations with sustainable decent work solutions already successfully implemented in other countries with similar conditions. The ILO would provide technical and organizational support – in collaboration with all institutional partners, including governments, workers' and employers' organizations, civil society leaders, academics and donors - to cement initiatives, build partnerships and launch projects to bring tested solutions to be scaled up and address the challenges of the post-2015 sustainable development agenda. The ILO is available to jointly develop with the g7+ a coherent proposal for F2F, contribute to resource mobilization and assist in the backstopping of F2F peer-learning activities.

III – PAST AND ONGOING ILO SUPPORT TO STATES IN FRAGILE SITUATIONS

The ILO has long contributed to state building through social reform, by promoting democratic participation, social dialogue and fundamental rights. In more recent years, the ILO has adopted a specific focus on peace building and disaster response reconstruction, focusing on strengthening labour market governance, promoting employment opportunities, and addressing youth in vulnerable employment conditions. Over the past decade, the ILO has implemented over 360 TC projects in 38 fragile and conflict-affected countries, including all of the 20 member countries of the g7+. The strategy has been to strengthen the capacity of the ILO constituents (Governments, Workers and Employers) to play a greater role in supporting recovery and development processes in communities affected by fragility and disaster situations, creating jobs and extending social protection under a coherent and comprehensive policy framework for socio-economic reintegration and poverty alleviation.

⁹ In this sense, the ILO's institutional knowledge and expertise has been relevant for engaging workers' and employers' organizations in South-South Cooperation by encouraging them to share their experiences in the promotion of Decent Work values. The ILO also plays a role in building up their capacity to engage effectively in socio-economic development within their own nations. Employers' organizations in Eastern Europe, Central Asia and Latin America regularly meet to share their experience in cooperation for development.

A great number of projects have been implemented in States in fragile situations¹⁰ with UN partner agencies: 39 with UNDP, 31 with UNICEF, 17 with UN-Habitat, 11 with the World Bank, and 10 with the FAO. Most of these projects have a local development component, underlining the relevance of area-based approaches that are potentially more responsive to specific needs in pockets of fragility. The projects focused primarily on: employment and vocational training (81 projects), employment policies (58), and targeted support for vulnerable groups (57), local economic recovery (44), employment intensive investments (40), and small and medium enterprises (39).¹¹

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

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

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

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

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

The ILO's engagement in fragile situations is based upon the principle of national leadership and ownership. Through collaboration with tripartite constituents and UN partners, ILO's projects and programs helped to build the capacity of government, communities and social partners to respond to the needs of their citizens. Some examples of successful initiatives, as follows, can illustrate the potential of the ILO's approach to employment recovery and labour governance in fragile situations¹²:

¹⁰ The analysis is based on 18 member States of the G7+.

¹¹ Ref. ILO Governing Body, Geneva 13-27 March 2014 – ILO technical cooperation in fragile States (GB.320/POL/9). Ex-combatants are an important target group in countries such as Burundi, Comoros, Solomon Islands, South Sudan and Timor-Leste, whereas projects in Afghanistan, Democratic Republic of Congo, Liberia and Somalia specifically targeted child soldiers. Overall, youth (59 projects), conflict-affected host communities (48) and women (45) are the main end-beneficiaries, whereas disabled persons have been less prominent end-beneficiaries.

¹² A list of publications can be found on: <http://www.ilo.org/employment>

A) National ownership from the start: an embedded approach in Timor-Leste¹³

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

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

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

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

Since 1992, the ILO has been collaborating with different Ministries (Public Works, Health, and Education), UN agencies and EU/CARE to implement a large-scale rehabilitation and reconstruction program set up in the aftermath of several destructive cyclones on the East and South coasts of Madagascar. The ILO's contribution consists in applying the HIMO (Haute Intensité de Main d'œuvre) approach, whose components are (i) training and capacity building for small and medium-sized labour-based contractors of the building sector, and (ii) the promotion of contracting systems and procedures that ensure that contractors have better access to public markets and that workers benefit from better working conditions. Investment programs, based on optimum use of manpower and local resources are operational in Madagascar in many sectors, particularly in the fields of rural roads, public buildings (schools, health centres), the hydro-agricultural domain, municipal facilities in urban and rural areas, etc.

¹³ Ref.: Paper for the Global South-South Development Expo 2014 prepared by Mr. Helder da Costa, General-Secretary of the g7+.

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

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

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

The ILO had successfully supported the implementation of essential social protection and cash transfers schemes to conflict-torn areas of Somalia since 2006, mainly through employment-intensive community infrastructure investment projects, in the affected regions of Ethiopia, Kenya and Djibouti. The ILO¹⁴ promoted, alongside national stakeholders, and in collaboration with the AU and IGAD, the adoption of the "*Employment for Peace, Stability and Development Strategy for the Horn of Africa*", at a high-level conference in Addis Ababa on 11-12 April 2011. As a follow up, it established a broad operational basis across the three administrations governing Somalia at that time, including through strategic partnerships with UN agencies as well as local organizations. The ILO's strategy in response to the crisis was based on four interlinked key components:

- *Protecting key livelihood assets and stabilizing loss of incomes*, through¹⁵: rapid market assessments; employment-intensive programs; cash transfers targeting key factors such as the purchase of fodder and water for cattle, seeds for agriculture.
- *Empowering communities for more efficient natural resources management, while stimulating recovery*. A series of actions are put in place: employment-intensive programs; local dialogue,

¹⁴ An appeal for US\$300 million for southern Somalia had been launched covering not only immediate food needs but also the livelihood early recovery aspects of this profound crisis. The aid to the worst hit southern Somali populations was mostly delivered at the two refugee complexes installed across the borders, in Kenya (Dadaab area) and in Ethiopia (Dolo Ado). The ECOSOC Humanitarian Segment has convened a session on the drought in the Horn of Africa on 21 July 2011 to coordinate the response of affected countries, donor countries and relevant UN agencies, including the ILO.

¹⁵ As a result: essential livelihood assets could be protected and incomes of the most vulnerable stabilized in the face of severe drought; a monitoring system providing regular, localized information on incomes, employment and markets was put in place to inform decisions on when, where and how to intervene; the essential livelihood assets and means of subsistence of the most vulnerable were protected; employment-intensive works and conditional cash transfers provided immediate emergency income to affected households.

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

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

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

For the past 15 years, the ILO has been supporting post-conflict recovery through socio-economic reintegration of ex-combatants, including former child-soldiers. The ILO is a member of the Inter-Agency Group on Disarmament, Demobilization and Reintegration (IAWG-DDR), which was formerly established in 2005. Along with other 14 UN organizations, the ILO has engaged in developing knowledge and tools for an integrated, effective DDR. For example, the ILO contributed with a module on socioeconomic reintegration to the Integrated DDR Standard (IDDRS).

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

(male and female) achieved sustainable socio-economic reintegration in five provinces (Bandundu, Equateur, Maniema, North Kivu and South Kivu).

The ILO has also been engaged in the sustainable reintegration of ex-combatants in the other countries of the Great Lakes region. Between 2002 and 2007, the ILO's International Programme on the Eradication of Child Labour (IPEC) has provided assistance to children formerly associated with armed forces and groups (child-soldiers) and children in risk of being recruited by armed forces in countries such as Burundi, the DRC and Rwanda. The ILO's assistance for children includes the provision of vocational guidance, basic education, and social protection schemes at local health institutions. In the DRC more than 1,700 children (including girls) formerly associated with the armed forces and groups were reintegrated into civilian life. Labour market assessments were carried out in several war-affected provinces and support was given to micro-business development services, access to micro credit and micro health insurance, and vocational training. In Burundi, 1,500 children formerly associated with the armed forces and groups were reintegrated into civilian life and many other children at risk were prevented from joining the armed forces¹⁶.

E) Labour-intensive Youth employment program in Sierra Leone

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

¹⁶ ILO Guidelines and Tools for Post-Conflict Reintegration are available at www.ilo.org/public/english/employment/crisis/info/g_publ.htm

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

F) *The construction of peace and decent work in Guinea*¹⁷

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

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

In this context, a training manual on the prevention and management of armed conflict was developed¹⁸ as well as a programme of field visits in the border areas by the Unions to meet the refugees, give them emergency supplies while reassuring them of the workers' solidarity.

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

3.3 *Some ILO initiatives within the framework of South-South Cooperation*¹⁹

Many countries of the global south increasingly highlight the merits of forging new partnerships among "Southern" countries. South-South Cooperation is based upon the acknowledgment that some traditional "beneficiary countries" have learnt sufficiently from past development efforts and have mastered techniques that they can now pass on to other countries to promote this learning process.²⁰ SSTC is first and foremost based on the principle of solidarity and non-conditionality and aims to provide an innovative response to global challenges that better adapts development policies to the needs of the concerned countries. Therefore, the objectives and practices of SSTC are in

¹⁷ Ref.: Paper for the Global South-South Development Expo 2014, prepared by Ms. Rabiadou Serah Diallo, Honorary President of the National Confederation of Guinean Workers (CNTG).

¹⁸ ILO – Prévention et résolution des conflits violents et armés: Manuel de formation à l'usage des organisations syndicales – 2010 http://www.ilo.org/wcmsp5/groups/public/---ed_emp/documents/instructionalmaterial/wcms_141272.pdf.

¹⁹ Helder da Costa, *ibidem*.

²⁰ Most notably, Brazil has emerged as an important development partner under the South-South umbrella. Following the adoption of the ILO Strategy on SSTC, the ILO and Brazil have successfully promoted South-South Cooperation through the joint implementation of projects and programmes in numerous countries across Latin America, Africa and Asia.

alignment with the principles of national ownership and self-assessment of F2F cooperation mechanisms as outlined in the Dili Consensus of the g7+.²¹

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

A) Cooperation with Brazil in the CPLP states

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

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

From September 2010 until September 2011, the ILO facilitated under the SSTC umbrella an initiative between Cabo Verde and Guinea-Bissau, within the framework of the STEP/Portugal project. The initiative aimed to strengthen the administration of Guinea-Bissau's social security system through technology and skills transfer. In September 2010, a delegation from Cabo Verde travelled to Guinea-Bissau on a study mission to provide recommendations on how to improve the registration processes and the data collection of social security beneficiaries. In order to implement these recommendations, the ITC/ILO provided, with the support of Portugal, a training course to build capacities for the administration of Social Security Institutions. The course attracted a variety of participants from across the CPLP, including the National Institute of Social Security from Cape

²¹ The ILO's contribution for solving fragile situations is underpinned by the principles of national leadership and ownership. Thus, collaboration with tripartite constituents is deemed fundamental by the ILO in the process of supporting national partners in the promotion of social justice. Within this framework, the ILO's Decent Work Agenda establishes social dialogue as a cornerstone to achieve social peace. Close cooperation with workers' and employers organisations is essential to promote employment opportunities, vocational training and social protection, which are vital areas to the pursuit of sustainable development.

Verde, representatives from Portugal and the state of Minas Gerais (Brazil) who engaged constructively with their colleagues from Guinea-Bissau to review existing procedures and to improve administrative skills. Additional support to Guinea-Bissau was provided through the acquisition of suitable computer hardware and software.

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

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

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

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

IV – OPPORTUNITIES FOR THE ILO’S SUPPORT TO F2F COOPERATION IN 2015-2017: THE WAY FORWARD

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

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

- developing – in countries in fragile situations - context-specific initiatives to tackle poverty, inequality and exclusion through the promotion of decent work, the development of

entrepreneurship, the support to social reforms, the recovery from livelihood losses due to crises by giving special consideration to women, youth and children as well as ex-combatants, displaced and disabled persons;

- bringing into the framework of the g7+ the ILO's approach, expertise and technical experience of its interventions in Fragile situations;
- responding to the recommendations of the post-2015 debate, as well as the Global Partnership for Effective Development Cooperation;
- enhancing the capacity of the ILO's tripartite constituents in countries in fragile situations to develop national responses and support social dialogue as a means to consolidate peace.

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

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

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

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

4.1 Potential F2F Country-to-Country initiatives

The following are **some examples** of possible Fragile-to-Fragile cooperation schemes that could be built on successful previous experiences with the technical assistance and support of the ILO regional and country Offices and direct exchanges and knowledge sharing between the countries involved:

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

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

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

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

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

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

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

Labour-based approaches prioritize the quality of employment and emphasize on local capacity building, through skills training and local participation. The approach, developed in Madagascar with the support of the ILO, while providing durable infrastructure that can stimulate pro-poor growth, has several additional benefits: (i) the creation of jobs, particularly for the unskilled and poor people over long time periods; (ii) increases in savings, investments and consumption; (iii) further, savings earned from infrastructure projects can be used as start-up or working capital for business ventures, such as petty trading; (iv) the injection of cash income into a local economy boosts the level of economic activity, as income earned is actively spent on goods (e.g., food, clothes, and mobile phones) and services (e.g., health, education and rural financial services) thereby generating income and profit for others; (v) indirect employment generated by labour-based approaches has been estimated to range from 1.5 to 3 times the number of directly generated jobs; (vi) positive gender impacts, as substantial numbers of employees in labour-based infrastructure projects are women, closely associated with improved household nutrition, access to educational and health services, and increased economic opportunities for poor women to have access to training and supervisory roles; (vii) stimulating local entrepreneurship and promoting the development of micro-enterprises, in the domestic

construction industry and the transport sector, especially in the sourcing and transportation of gravel materials; and (viii) developing skills and capacity of local labour that can be used in other income generating activities as well as in subsequent maintenance works. Adapting Madagascar's experience of building hurricane-resistant public infrastructure (schools, etc.) can benefit the Philippines in protecting and rebuilding infrastructure in the disaster-prone areas.

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

In the DRC and other Great Lakes countries, the ILO – in order to facilitate the reintegration of vulnerable ex-combatants - promoted the creation of micro and small enterprises, employability, vocational training and cooperatives development. Other income generating activities included short-cycle business-management training, cash grants, access to micro-finance and health insurance schemes as well as micro-business coaching. Between 2001 and 2003, the ILO engaged in the implementation of the programme, together with BUNADER, the World Bank and IOM. Since 2006, it has organized job referral and counselling services specifically addressing ex-combatants and has supported their income generating activities with a focus on micro and small enterprises and cooperatives. More than 7,000 ex-combatants (male and female) achieved sustainable socio-economic reintegration in five provinces. The ILO has also been engaged in the sustainable reintegration of ex-combatants in other countries of the Great Lakes region. Moreover, between 2002 and 2007, the ILO's International Programme on the Eradication of Child Labour (IPEC) has successfully provided assistance to children formerly associated with armed forces and groups (child-soldiers) and children that risked to be recruited by armed forces in countries such as Burundi, the DRC and Rwanda. The recruitment of much more children (including girls) at risk was prevented. In Burundi 1,500 children formerly associated with armed forces and groups were reintegrated into the civil life and many other children at risk were prevented from joining armed forces²². The experience gained by DRC public officials and social partners in the reintegration of ex-combatants can be very useful for other countries in similar fragile settings, such as the Central African Republic.

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

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

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

- ✓ F2F cooperation among **CPLP** member states.
- ✓ F2F cooperation among **IGAD**²³ member States (Djibouti, Somalia, Eritrea, Sudan, Ethiopia,

²³ On 25 January 2012, **IGAD** and the **ILO** signed a Memorandum of Understanding on Employment for Peace in the Horn of Africa.

²³ On 25 January 2012, **IGAD** and the **ILO** signed a Memorandum of Understanding on Employment for Peace in the Horn of Africa.

Uganda, Kenya) or in the **Horn of Africa** (Djibouti, Eritrea, Ethiopia, Somalia).

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

4.3 Potential F2F initiatives at the Global level

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

1. The setup of a **dedicated ILO F2F website** (or a dedicated window within the g7+ website), focusing on issues concerning employment and livelihood and presenting the menus of options and the available opportunities in the framework of the F2F Cooperation. This will allow a wide diffusion of information and opportunities among decision makers and interested parties of the countries in fragile situations involved.
2. The organization, on the basis of the demand of interested parties, of **Regional F2F Fairs/Expos** where F2F strategies and operational options will be considered and plans discussed and shared between interested States and donors.
3. The **fielding of technical advisors** (public officials previously trained by the ILO) from States that can share successful experiences, who would go to other countries in fragile situations to provide advice and training.
4. The organization of **F2F dedicated training events** and, eventually, visits to other relevant F2F partner governments (**study tours**) for decision makers, public officials and representatives of social partners of the countries involved.
5. The publishing (re-publishing) and diffusion of ILO **manuals, guidelines and other information material** that is relevant to interested parties as a guide to future F2F Cooperation planning and operations.

6. The support – where necessary – to the collection and analysis of essential national **labour statistics** and detailed research on **labour market information** for each of the countries involved in F2F Cooperation. This is considered an essential factor and the entry-point that will allow decision-makers involved in F2F cooperation to choose the best policy options, to grasp the scale of the challenge and to improve planning and projections.