International
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Geneva

Socio-Economic Reintegration of Ex-Combatants

Guidelines

ILO Programme
for Crisis
Response and
Reconstruction
(ILO/CRISIS)

International Labour Office

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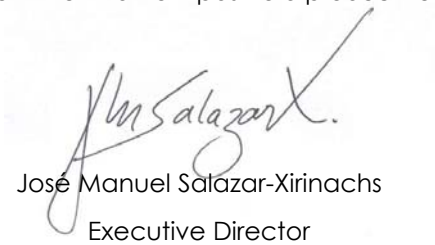
Foreword

The ILO was created in 1919 at the end of the First World War to promote peaceful progress, social justice and economic stability. As stated in the Preamble of the ILO Constitution, "universal and lasting peace can be established only if it is based upon social justice". In the wake of two catastrophic World Wars and numerous violent conflicts, equitable work opportunities for women and men continue providing their pivotal role to establish lasting peace and avoiding the recurrence of conflict.

The reintegration of ex-combatants and their communities is one of the main challenges for post-conflict recovery and sustainable reintegration. However, recent experiences in post-conflict countries demonstrate that the emphasis on decent work has not been fully integrated into today's reconstruction efforts.

Providing jobs to individual ex-combatants is not enough to stabilise reintegration processes in conflict-affected societies. It requires a much wider array of policies to create an enabling environment for employment. Legal and administrative frameworks to regulate labour markets and employment are required in the aftermath of an armed conflict, during the subsequent reconstruction process, and on the path towards development. A committed private sector is a key partner which creates strong labour markets and absorbs job-seekers.

What reintegrates an ex-combatant into civilian life in is not *any* kind of employment, but rather, productive employment with freedom, equity, security and human dignity that transforms an ex-combatant into a civilian. The ILO, through these Guidelines, is committed to provide guidance to local actors and policy/decision makers who wish to generate work opportunities for ex-combatants so that they can make the transition from their war-torn past to a productive civilian future.



José Manuel Salazar-Xirinachs
Executive Director
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Note on the current version of the Guidelines

Post-conflict reconstruction is a complex process. Ex-combatants, who were actors in the conflict, and others who were affected by it, need to surmount the trauma and face new challenges to survive in a society where conflict has destroyed most of the social, economic and human capitals. Reconstruction is indeed a problematic process that involves significant effort and input.

These Guidelines offer practical approaches to long-lasting socio-economic reintegration of ex-combatants. Although these Guidelines have grown out of the lessons learned from previous experiences in Disarmament, Demobilisation and Reintegration of ex-combatants (DDR), it also provides useful guides for the reintegration of other populations affected by conflict, such as refugees, internally displaced persons (IDPs), and returnees. These Guidelines are available both in hard and soft versions (http://www.ilo.org/crisis) in order to allow DDR and other reintegration practitioners around the world to use and test them.

These Guidelines are working documents. Given the complexity of the challenges in reintegration of ex-combatants and other war-affected people, ILO/CRISIS wishes to continue improving it by collecting inputs, comments and suggestions from practitioners who use these Guidelines. We appreciate very much if you could send your candid inputs to crisis-tools@ilo.org. After two years of testing the current version, further revised Guidelines will be published in 2011.

Geneva, July 2010

Alfredo Lazarte

Director, ILO Programme on Crisis Response and Reconstruction (ILO/CRISIS)

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Acronyms

BDS	Business Development Services
CAAFAG	Children Associated with Armed Forces and Groups
CBO	Community Based Organization
DDR	Disarmament, Demobilisation and Reintegration
DPKO	Department of Peacekeeping Operations
DWCP	Decent Work Country Programme
FAAFG	Female Associated with Armed Forces and Groups
FAO	Food and Agriculture Organization
GEA	Global Employment Agenda
GMT	Grassroots Management Training
IAWG	Inter Agency Working Group
IDDRS	Integrated Disarmament, Demobilisation and Reintegration Standards
IDP	Internally Displaced Person
ILC	International Labour Conference
ILO	International Labour Organization
IOM	International Organization for Migration
IPEC	International Programme for Elimination of Child labour
KIS	Key Informant Survey
LED	Local Economic Development
LER	Local Economic Recovery
LMI	Labour Market Information
NCDDR	National Commission for Disarmament, Demobilisation and Reintegration
NGO	Non Governmental Organization
PCNA	Post Conflict Needs Assessment
PPP	Public Private Partnerships
ODA	Office for Disarmament Affairs
QIP	Quick Impact Project
REIP	Rapid Employment Impact Programme
SIDDR	Stockholm Initiative on Disarmament Demobilisation Reintegration
SHO	Self Help Organization
SME	Small and Medium Enterprises
SSR	Security Sector Reform
SYB	Start Your Business

ToT	Training of Trainers
UNDP	United Nations Development Programme
UNESCO	United Nations Educational, Scientific and Cultural Organization
UNFPA	United Nations Population Fund
UNHCR	United Nations High Commissioner for Refugees
UNICEF	United Nations Children Education Fund
UNIFEM	United Nations Development Fund for Women
VET	Vocational Educational Training
WFP	World Food Programme
WHO	World Health Organization

Overview of the Guidelines

The aim of the Guidelines

The objective of the Guidelines is to provide practitioners on Disarmament, Demobilisation and Reintegration (DDR) of ex-combatants with strategic guidance and operational direction in preparing, implementing and supporting sustainable employment-focused reintegration programmes for social reintegration and reconciliation.

Why were these Guidelines developed?

The Guidelines were developed for providing strategic and technical guidance on reintegration of ex-combatants and conflict-affected populations. The Guidelines are based on ILO's experience in this field in various countries. In addition, the Guidelines complement and operationalise the Integrated Disarmament, Demobilization and Reintegration Standard (IDDRS), the Stockholm Initiative on DDR (SIDDR) and the UN Policy for Post-Conflict Employment Creation, Income-generation and Reintegration.

Who should use these Guidelines?

These Guidelines are primarily designed to strengthen the technical capacity for national DDR practitioners at the country level. Moreover, it can be used for providing policy guidance to practitioners in the UN System, both on the field and HQs.

The Guidelines are intended to be read as a holistic document to be applied for one setting ideally, since it provides both the overall policy strategies and programmatic options to implement such strategies. Yet, readers may benefit from focusing on more relevant chapters to their needs:

Policymakers: Chapters 1, 2 and 3

Programme implementers: Chapters 1, 2, 4, 5 and 6

What can the Guidelines be used for?

DDR practitioners can use the Guidelines for:

⇒ Advocacy for a more comprehensive approach to socio-economic reintegration. This approach is underpinned by four principles:

- Making Employment Central to the Response;
- Starting Early and Phasing Interventions;
- Ensuring inclusion of specific groups within the targeting process;
- Ensuring Sustainability.

⇒ Policy and strategy formulation. For example, creating an enabling environment for job-creation in the socio-economic recovery scenario or drafting a policy for the reintegration of ex-combatants.

⇒ Programme planning, management and evaluation: Applying advice on programme design, planning, implementation, monitoring and evaluation, with tools that can be adapted to local contexts.

⇒ Staff Training. It provides useful approaches for training DDR staff at the country-level. It will form the basis for a training programme on socio-economic reintegration that will be developed in conjunction with the IDDRS modules.

The Guidelines include annexes for further reading and a series of tools which are ready to be used by practitioners involved in DDR.

The ILO will update the Guidelines on the basis of emerging lessons learnt. It is available in printed versions and soft downloadable from http://www.ilo.org/crisis.

Chapter 1. Employment Recovery in the DDR Process

This chapter will

⇒ Provide an overview of the socio-economic reintegration framework
⇒ Introduce the importance of balancing demand and supply sides of employment creation for reintegration

1.1 The socio-economic reintegration context

DDR takes place in a complex socio-economic context. In this context, DDR aims to "contribute to security and stability in post-conflict environments so that recovery and development can begin."1 Yet, DDR alone cannot achieve the goal; it needs to complement to other elements of a recovery, development and peace-building process.

Socio-economic reintegration of ex-combatants is a particularly complex part of DDR. In most post-conflict societies, insecurity persists and the economy is still weak to absorb demobilised combatants. In addition, a large number of returnees, IDPs and other war-affected populations also need to be (re)integrated into communities. In order to enable communities to cope with ex-combatants and other war-affected populations without creating disparity in unfair treatment among them, the reintegration of ex-combatants must be inclusive and part of wider recovery strategies.

A socio-economic reintegration strategy, therefore, needs be effectively linked to a long-term, sustainable recovery process, by not only targeting individual ex-combatants but also by building local and national capacities to ensure that reintegration evolves into further reconstruction and development.

1.2 The priority of DDR in peace-building

Post-conflict peace-building is a complex task that involves: achieving a secure environment, strengthening a legitimate government, fostering economic and social rehabilitation and promoting reconciliation. Local institutions and international agencies often have to work in an environment of weak political, social and economic structures, competition for power, and insecurity. Among a long

[1] IDDRS, Introduction to the IDDRS, p.1, United Nations, 2006

list of priorities, DDR is considered one of the most urgent and crucial post-conflict programmes. If conducted effectively, it contributes to an improved security situation and thus helps the conflict-affected society move towards peace and a longer-term development trajectory.

Box 1.1 UN definitions of DDR

Disarmament: is the collection, documentation, control and disposal of small arms, ammunition, explosives and light and heavy weapons of combatants and often also of the civilian population. Disarmament also includes the development of responsible arms management programmes.

Demobilization: is the formal and controlled discharge of active combatants from armed forces or other armed groups. The first stage of demobilization may extend from the processing of individual combatants in temporary centres to the massing of troops in camps designated for this purpose. The second stage of demobilization encompasses the support package provided to the demobilized, which is called reinsertion.

Reinsertion: is the assistance offered to ex-combatants during demobilization but prior to the longer-term process of reintegration. Reinsertion is a form of transitional assistance to help cover the basic needs of ex-combatants and their families and can include: transitional safety allowances, food, clothes, medical services, short-term training/employment. Reinsertion can last up to one year.

Reintegration: is the process by which ex-combatants acquire civilian status and gain sustainable employment and income. Reintegration is essentially a social and economic process with an open time-frame, primarily taking place in communities at the local level. It is part of the general development of a country and a national responsibility, and often necessitates long-term external assistance.

Source: Integrated Disarmament, Demobilization and Reintegration Standards (UN, 2006).

UN emergency assistance often provides short-term employment, but efforts to sustain reintegration in several cases have not been very effective because a lack of jobs in the medium turn has too often slowed down, if not reversed, successful disarmament and demobilization. Although the IDDRS acknowledges linkages between DDR, economic recovery and poverty reduction, there is less discussion on how to implement successful social-economic reintegration programmes. The aim of these Guidelines is to advocate key principles, strategic guidance, and operational direction to ensure improved practices and demonstrate a more distinctive linkage between these two processes.

Reintegration is an inclusive process that moves beyond the targeting of groups. One key recommendation from the SIDDR final report was the need to provide further financial and technical support to communities for receiving ex-combatants.[2]

Box 1.2. Integrated Disarmament, Demobilization and Reintegration Standards (IDDRS)

In 2005, the UN's Executive Committee on Peace and Security established the Inter-Agency Working Group (IAWG) on disarmament, demobilization and reintegration (http://www.unddr.org). IAWG is tasked to provide the UN and its Member States with strategic and coherent polices. The ILO is an active working group member, providing inputs for socio-economic reintegration of ex-combatants and other community members.

In 2007, IAWG produced the Integrated DDR Standards (IDDRS). Realizing that DDR must be timely and effective and that it should simultaneously address a multiplicity of issues and be well coordinated, IAWG IDDRS, with intensive collaboration among different UN agencies and DDR practitioners. The IDDRS sees DDR as a building block in the transition from conflict to peace. In fact, DDR programmes often occur in phases, throughout the continuum from conflict to ceasefire and the signing of a peace accord to post conflict stabilization, transition and recovery,

[2] For further information, see: http://www.sweden.gov.se/content/1/c6/06/43/56/cf5d851b.pdf.

and ultimately to peace and development. IDDRS recognises the importance of DDR's goals to be harmonized with those of wider recovery and development programmes and links are to be established with Security Sector Reform (SSR) and justice and reconciliation.

IAWG members include Office for Disarmament Affairs (ODA), Department of Peacekeeping Operations (DPKO), Department of Political Affairs (DPA), Department of Public Information (DPI), ILO, IOM, UNAIDS, UNICEF, UNDP, UNIFEM, UNIDIR, UNFPA, UNHCR, WFP, WHO.

Box 1.3. Stockholm Initiative on DDR (SIDDR)

The Stockholm Initiative on DDR was launched by the Swedish government in 2004, and it is a platform to expand knowledge of DDR programming in a comprehensive approach. A three year consultation with policy-makers, donors and academic discussed DDR from the three main points of view: political aspects of DDR programmes, reintegration and financing DDR programmes. The consultation process concluded with the publication of the Final Report in 2007. Key policy recommendations on reintegration in the Final Report resonate with many of those by IDDRS.

Most notably, DDR concurs to IDDRS on the need to differentiate reinsertion and reintegration interventions. The transition from demobilisation to development requires more than the provision of safety net; sustainable efforts to ensure reintegration of ex-combatants and support to receiving communities are indispensable for paving the path to development. In that, SIDDR provides an array of policy recommendations for sustainable, long-term reintegration as opposed to reinsertion.

One of such policy recommendations focuses on "neglected beneficiaries". SIDDR discusses that some social groups have been neglected in the traditional DDR approach as a result of putting a priority on security. SIDDR calls such social groups "neglected beneficiaries" and appeals for special assistance for these social groups, including women, boys and girls, and landless youth. Based on lessons learned from the DD oriented DDR programmes, SIDDR advocates more emphasis on the issues of socio-economic well-being and human rights of beneficiaries.

The emphasis on the socio-economic elements in DDR brings SIDDR to the second key recommendation: the importance of linking DDR programmes to other parallel programmes. Both in SIDDR and IDDRS, DDR programmes are considered more effective if implemented in tandem with other parallel programmes in a peace process, including programmes for long-term development.

The final key recommendation from the SIDDR Final Report is the importance of continued financial and technical support to communities. SIDDR points out challenges in DDR programming to target ex-combatants and assist communities. Recognising the effectiveness of area-based approaches to support communities for a long-term development, SIDDR recommends donors to have two different windows of funding for different components of the DDR process: one for the long-term reintegration of ex-combatants and another for support to affected communities.

1.3. Employment creation: central to the response

Post-conflict local economies typically face reduced productive capacities and livelihoods, destroyed infrastructure and other community services, collapsed markets, raging inflation and widespread un- and under employment. As concerned governments face difficulty regulating the

economy, lucrative black markets and illegal activities emerge. At community level it is possible that the social fabric has been threatened and disrupted and there may be little social cohesion left. This is generally the environment in which ex-combatants are expected to reintegrate in, and this environment needs to be transformed. Pro active responses to accelerate this process are required.

UN policy for post-conflict employment creation, income-generation and reintegration

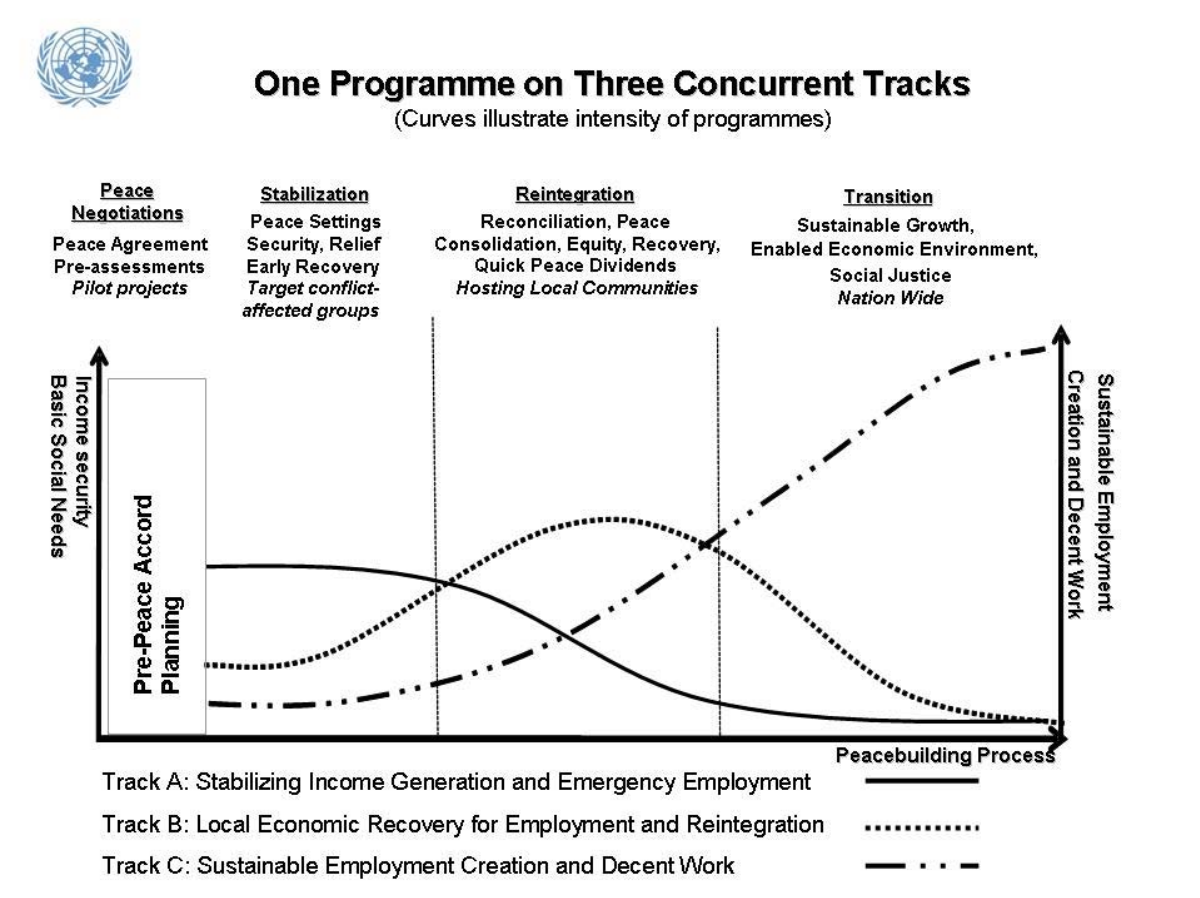
The success of socio-economic reintegration depends on the absorptive capacity in the labour market. Typically, the labour market is stretched because of the depleted economy. Job-creation in a post-conflict context is indeed highly challenging and complex, and takes time. Employment creation requires a basic level of security investment and economic growth. The tendency has been to focus on interventions on the supply side of the labour market, and to postpone action on the demand side. One of the reasons is the continued perception that security and development are subsequent "phases" and that job-creation belongs to the later phase. In spite of the limitations caused by the environment, efforts to stimulate the demand side can and must start early on. This has been reiterated in the UN Policy for Post-Conflict Employment Creation, Income-generation and Reintegration, and instead of the strict phased approach, three "Tracks" of policy interventions and programmes have been offered. This implies that it is imperative that an enabling environment for job-creation needs to be actively promoted within the immediate aftermath of the conflict.

Box 1.4. UN wide Policy for Post-Conflict Employment Creation, Income-generation and Reintegration (PCEIR)

The UN system-wide Policy for post conflict employment creation, income-generation and reintegration" (hereinafter post conflict employment and reintegration policy) proposes a comprehensive and coherent approach to job-creation in post-conflict settings. It sets out a common policy framework for scaling up and coordinating employment creation and reintegration efforts by the UN, the IFIs and the broader international community. It starts from the premise that policies that promote employment are difficult to implement in peacetime, and doubly so in post-conflict contexts. Yet rapid post-conflict job growth, essential to maintaining peace, rarely happens without carefully targeted interventions.

The Policy paper provides guidance on how to do this better. (1) Effective employment policies must balance critical security concerns with longer term equity considerations: exclusive focus on ex-combatants can fuel resentment in receiving communities especially when equitable access to land and sharing of natural resource revenues are a potential or historical source of conflict. (2) Coordination amongst donors is needed to make interventions effective and to draw on the comparative advantages of each agency and stakeholder. Employment programmes and planning for employment should be an integral part of Poverty Reduction Strategy Papers, national recovery plans as well as relevant donor programmes. (3) Employment and reintegration programmes should reflect the best available conflict analysis and needs assessment. Reinsertion, resettlement and reintegration programmes must take regional, ethnic and religious tensions into account, including careful adjudication of land and access rights. (4) Employment and reintegration opportunities should not end when UN agencies and donors exit. Local ownership along with community and government capacity-building are the keys to sustainable employment and reintegration. Even short-term programmes should anticipate and complement programmes and policies supporting the creation of longer term sustainable employment. (5) A comprehensive and coherent approach to employment creation and reintegration starts early and includes elements from three complementary programme tracks.

Though the intensity of these three types of programmes "peaks" at different times, activities from all three tracks begin immediately after the conflict ends. Track A employment programmes focus on stabilization and relief. They help consolidate security and stability by providing basic needs and by helping to quickly restore key public services. The programmes typically target specific conflict affected individuals. Emphasis is on short-term or temporary jobs that provide a quick peace dividend. Track B programmes focus on reintegration at community level. This programmatic track is the most critical for reintegration. Communities and regions that ex-combatants and displaced persons choose to return to are given priority. The challenge is to produce quick results and employment while creating local systems necessary to support sustainable employment and reintegration. Track C policies focus on long-term employment creation, in particular stimulating the national enabling environment for employment and decent work.



Source: The UN Policy for Post-Conflict Employment Creation, Income-generation and Reintegration (UN, 2008)

The success of socio-economic reintegration of ex-combatants is seriously threatened by a depleted economy and a highly fragile labour market. Supply-driven measures can only work if, at the same time, more jobs are created. To prevent common failures in reintegration programmes, it is critical that job-creation strategies are initiated earlier. Thus, when reinsertion is completed, and the actual reintegration phase starts, the labour market is better prepared to absorb new entrants.

Bearing in mind the difficulties inherent in job-creation in a labour and investment market that is adversely affected by conflict, it can be effectively stimulated early on with a multi stakeholder commitment to make employment creation central. Two main actions are required to start the process of achieving Decent Work in post-conflict scenarios (i) appropriate policy choices and (ii) immediate preparation of the various actors who will lead, coordinate and implement programmes.

These actions will help to ensure that when "reinsertion" is completed and the actual reintegration phase starts, the ground has been sufficiently prepared and, in a sustainable manner it will be possible to absorb the numerous new entrants in the labour market and build up the foundations for creating decent work in the previously conflict-affected areas and countries.

Boosting employment-creation and income-generation activities through Local Economic Recovery (the demand side)

The principal challenge of socio-economic reintegration is that it requires earlier attention to increasing the demand-side of the local economy and labour market. While supply-driven measures are indeed important, ex-combatants risk becoming more frustrated if, as in many cases, such assistance does not lead to job security. In depleted economies it is critical to promote the demand side of the local economy, as it will lead to the creation of jobs at an early stage.

Planning and programming in this area needs to start early and must be proportionate to improving the supply-end of the labour market. Without it, measures on the supply side alone will not produce lasting results.

1.4. Two approaches to reintegration: up streaming and down streaming focuses

The reintegration of former combatants is one component of wider recovery-related challenges in post-conflict circumstances. Thus, enabling a job-creation strategy goes beyond a DDR programme and will be part of a national poverty reduction framework. According to the *Post-Conflict Employment and Reintegration policy*[3] three tracks of interventions corresponding to (A) stabilisation, (B) local reintegration and (C) transition to development are concurrent and their strategic design should be done even in pre-peace recovery planning phase.

The starting point for a sustainable reintegration should, therefore, consist in both **up streaming** the conditions for creating an enabling environment in the three programmatic tracks at macro, meso and micro levels for boosting job-creation in the country/area emerging from a conflict and, at the same time, **down streaming** more specific and targeted supply-driven measures for the reintegrating ex-combatants in the society/community by providing concrete livelihoods options.

Chapter 3 shows areas for up streaming employment recovery through policies, institutional development and preparation of communities to receive ex-combatants. The different options for down streaming post-conflict employment reintegration through programmes are presented in Chapter 5.

[3] see also above: box 1.4

1.5. The ILO's expertise: promoting decent work and equality

The past decade has seen increased international attention paid to the critical role of socio-economic reintegration of ex-combatants in peace-building processes. Examples of recent publications include: the IDDRS modules on socio-economic reintegration and youth, the SIDDR case studies, the UNDP's "Practice Guidance Note on DDR For Ex-combatants", and the World Bank's "Reintegration Assistance for Ex-Combatants: Good Practices and Lessons for the MDRP". The question may arise as to why the ILO has prepared new Guidelines. The ILO has a comparative advantage in the reintegration of ex-combatants through its experience promoting *Decent Work and Equality* in three key areas:

⇒ Policies for mainstreaming employment recovery and increasing employability
⇒ Community-based, context specific socio-economic reintegration
⇒ Crisis response and reconstruction

ILO expertise: Policies for jobs creation

As recognized in the IDDRS and the SIDDR, an integrated approach to reintegration means addressing the structural or "root" causes of inequality within post-conflict communities. Structural factors of inequality that may have significantly contributed towards violence, such as discrimination, structural poverty, or exploitative working conditions, have to be identified and addressed. If not, peace will remain fragile and violence can easily erupt. The ILO's comprehensive Decent Work Agenda can make key contributions in this context by supporting governments and constituents (through advice and capacity building) for positioning employment creation at the centre of the recovery and reconstruction efforts.

Box 1.5. Decent Work

Decent work is captured in four strategic objectives: fundamental principles and rights at work and international labour standards; employment and income opportunities; social protection and social security; and social dialogue and tripartism. These objectives hold for all workers, women and men, in both formal and informal economies; in wage employment or working on their own account; in the fields, factories and offices; in their home or in the community.

Decent work is central to efforts to reduce poverty and is a means for achieving equitable, inclusive and sustainable development. The ILO works to develop Decent Work-oriented approaches to economic and social policy in partnership with the principal institutions and actors of the multilateral system and the global economy.

The ILO provides support through integrated decent work country programmes developed in coordination with ILO constituents. They define the priorities and targets within national development frameworks and aim to tackle major decent work deficits through efficient programmes that embrace each of the strategic objectives.

Source:http://www.ilo.org/global/About_the_ILO/Mainpillars/WhatisDecentWork/lang--en/index.htm (last access May 2009)

The ILO Declaration on Fundamental Principles and Rights at Work adopted unopposed in 1998 by ILO member governments and employers' and workers' organizations include Core Conventions4 relevant to reintegration:

- ⇒ Freedom of Association (C87) and the right to collective bargaining (C98).
- ⇒ The elimination of forced and compulsory labour (C29).
- ⇒ The abolition of child labour (C138, C182). C182 makes exclusive reference to the prohibition of child participation in armed conflict. This has provided the ILO with a mandate to combat child participation in armed conflict and to assist former child soldiers with effective reintegration[5].
- ⇒ The elimination of inequalities in remuneration (C100) and other forms of discrimination in the workplace (C111)[6].

Taking a rights-based approach that balances job-creation with the need to have basic standards in the workplace is important. For example, when mobilizing the private sector to engage in apprenticeships, initiatives need to ensure minimum standards and prevent of exploitation.

ILO expertise: focusing on communities

The social and economic reintegration of ex-combatants requires a nuanced understanding of the specific environment and communities that they need to be reintegrated into. The ILO has expertise in community-based approaches to reintegration, both in terms of micro-level programmes and macro-level policy advocacy. Ultimately, it is local communities which will allow or prevent the reintegration of an ex-combatant, so context relevant approaches to reintegration which utilize a holistic picture of the social and economic environment are essential to success. The ILO has successfully implemented such programmes in a variety of settings, and it has a particular expertise in post-conflict environments.

The LER[7] and LED methodologies can be applied to analyse the dynamics in this context, and it is possible to use local consensus-building to identify local solutions for economic recovery, including immediate job-creation for specific groups. LER and LED approaches facilitate locally-driven solutions to address the demand and supply-side of the labour market simultaneously. Moving away from exclusive targeting, area-based programmes promote inclusive approaches. This is fundamental to the social aspect of reintegration, including reconciliation[8].

ILO expertise: promoting employability in post-conflict scenarios

The ILO has significant technical expertise in crisis response and reconstruction[9]. In particular, these Guidelines builds on the ILO's 1997 "Manual on Training and Employment Options for Ex-Combatants"[10] by: (i) drawing from a further decade of ILO experience and improved technical

[4] Other international labour standards which also need to be considered include: those on employment policy (C122), rural workers organizations (C41), human resource development (C142, R195), Occupational safety and health (C155), job-creation in SME's (R189), promotion of cooperatives (C193), Social Security (C102

[5] http://www.ilo.org/ipec

[6] Applying C111 to DDR programmes means avoiding "any distinction, exclusion or preference made on the basis of race, colour, sex, religion, political opinion, national extraction or social origin, which has the effect of nullifying or impairing equality of opportunity or treatment in employment or occupation" (Art. 1).

[7] LER usually focuses on selected geographical areas, the choice of which often is driven by concentrations of ex-combatants, IDPs and refugees in certain areas of return. LER provides a strong foundation for paving mid and longer term-approaches. Section 4.2 explains how LER can be implemented in practice.

[8] See Annex II for further information on LER and LED.

[9] http://www.ilo.org/crisis

[10] *The Manual on Training and Employment Options for Ex-Combatants* (ILO, 1997) provided a first set of principles for improving employment and employability of ex-combatants.

expertise in up streaming and down streaming reintegration approaches[11]; (ii) incorporating important lessons learnt from the ILO and other UN agencies, and (iii) interrelating the ILO's socio-economic reintegration approach with the overall humanitarian reform process.

The ILO has also strengthened its partnership with other UN agencies for integrating employment priorities into frameworks for post-conflict recovery. With UNHCR, the ILO has developed employment and income-generating strategies for refugees and IDPs. The World Bank and ILO have developed an integrated livelihood recovery approach for post-conflict states. The ILO International Programme on the Elimination of Child Labour (IPEC) has also developed a framework entitled *Prevention of Child Recruitment and Reintegration of Children Associated with Armed Forces and Groups: Strategic Framework for Addressing the Economic Gap*. The document aims to provide guidance to actors involved in addressing the economic aspects of child recruitment and reintegration of children associated with armed forces and groups. It brings together knowledge, lessons and good practices developed, tested and validated during the implementation of the ILO Inter-regional Programme on the Prevention and Reintegration of Children Involved in Armed Conflict.[12]

The ILO is currently involved in several partnerships and projects relating to reintegration processes. One of the major activities is co-leading the work on the United Nations Policy for Post-Conflict Employment Creation, Income-generation and Reintegration (see above box 1.4).

[11] Methodologies, tools and training packages have been adapted to a post conflict context, include (i) entrepreneurship development; (ii) skills training, http://www.ilo.org/skills (iii) apprenticeships (iv) development of core work skills; (iv) social finance, http://www.ilo.org/socialfinance; (v) gender equality at work· http://www.ilo.org/gender; and (vi) cooperative development, http://www.ilo.org/coop.
[12] http://www.ilo.org/ipecinfo/product/viewProduct.do?productId=6965

Chapter 2. Guiding Principles for a Sustainable Reintegration of Ex-Combatants

This chapter will

⇒ Present the four guiding principles of the socio-economic reintegration framework

Principle I: Making employment central to the response

Naturally, action is needed to enhance the employability of ex-combatants. In a tight labour market, ex-combatants are normally in a disadvantaged position to compete for job opportunities. Ex-combatants often lack education, employable skills, have poor literacy skills, and lack start-up capital. The Guidelines promote the following strategies to make employment central to the response:

1) National policies to optimize local employment through employment intensive investments. It is recommended to prioritise the reconstruction, agriculture and fishing sectors for post-conflict recovery. Labour-intensive work is especially suitable for ex-combatants, which can be initiated in the 'reinsertion phase' as Rapid Employment Intensive Projects and, where well-designed, they can promote higher standards and a more coherent strategy for job-creation. Labour-intensive methods can continue as a long-term strategy into the area-based reintegration phase, creating sustainable investments through medium-term employment and longer term private sector development.

2) Using Local Economic Recovery (LER) strategies as the main vehicle for planning, programming and implementing Reintegration Programmes can contribute to creating immediate job opportunities at the local level in the early stages of post-conflict recovery. LER reflects an area-based, integrated approach that uses local consensus-building to identify solutions. Thus, within the post-conflict context, LER can make employment growth more inclusive, which is fundamental for the effective reintegration for ex-combatants.

3) Promoting public sector employment while recognizing the limitations within the post-conflict context. This can be achieved by starting on boosting job-creation for ex-combatant groups in the public sector through security sector reform, public works, retraining in the social sectors, and through public-private partnerships.

4) Once national recovery conditions are improved, one of the most effective programming options to improve employability (especially youth) of ex-combatants is to develop strategies for remedial education and employment-oriented training. This can include: formal (and non-formal) education, combining basic education with vocational skills training, apprenticeships, and small business training. Such services should be complemented by referral counselling, life skills training, and psycho-social support. This is best achieved by building lasting national capacities, whereby service providers (vocational training centres, employment offices) will be able to deliver assistance to the wider population.

Principle II: Start early and phase interventions

The failure to effectively implement reintegration programmes is often rooted in a lack of adequate planning and budgeting. Practitioners must begin preparing for reintegration even before peace negotiations have been completed, and engage donors early on by stressing the importance of long-term commitments[13].

As advocated in the IDDRS, an integrated approach to reintegration programming is essential, where different interventions are coordinated as one overall programme. While an outline of phasing and timeframes is provided below, elements will be contextual, and sequencing will depend upon the political priorities and time available. Some activities will be simultaneous – for example, building capacity of national training centres, while the reinsertion phase is in progress.

Table 2.1 Phasing interventions

Timeline	Sequence of phases
Starts before peace negotiations are completed and continues (see 4.1)	**I. Early programme design** Detailed assessments (for example, for PCNA): Conflict and security analysis, gender analysis, pre-registration profile survey of beneficiaries, local labour and economic assessments, institutional capacities. The analyses should inform the reintegration programme design and early funding requirements. **II Preparing partners** The National Commission for DDR (NCDDR), key ministries, and Employers' and Workers' organizations should be mobilized, where possible very early on (see Principal 4).
6-18 months (during DD, reinsertion and reintegration)	**III. Preparing the ground** Increase the demand-side of the local economy and labour markets (see Principle III). Make the right policy choices and start early. Build capacity of national education, training and employment services. Prepare ex-combatants: establishing information, counselling and referral services, self-help organizations (including co-operatives), and preparing specific groups. Prepare communities.
Up to 1 year	**IV Reinsertion** Short-term stabilisation and Rapid Employment Impact Projects as a foundation for longer-term community reintegration.
1–3 years + (starting once national recovery conditions are improved)	**V. Education and Training options** This may not be a 'phase', rather the means to facilitate the reintegration process. Formal education or combine basic education with market-driven vocational skills training/apprenticeships, small business training, and life skills.

[13] See UN Policy for Post-Conflict Employment Creation, Income-generation and Reintegration in box 1.4.

1-3 years +	**VI. Community-based reintegration** Moving from `targeted` approaches to community-driven programmes earlier. Activities include: community-run rehabilitation, longer-term social-economic development programmes, reconciliation consolidation

Promoting comprehensive programmes for reintegration. Insufficient or delayed funding for reintegration programmes may undermine the success of the entire DDR process. For reintegration programmes to become effective and sustainable, they require special tracks funding for national employment-creation. It is recommended that donors, who are committed to a longer-term response, are approached at the early stages in the post-conflict era. It is critical that donors support nationally-driven and nationally-owned processes that revive national capacities, rather than creating parallel institutions.

A well-coordinated national and international response. In the past, there has been little coordination between UN agencies and NGOs responsible for different activities under DDR, which has often resulted in incoherent programming. The IDDRS promotes overarching principles of an integrated and well-planned response to reintegration. The UN wide approach should, where possible, include reintegration strategies in national Early Recovery Clusters. For reintegration programming, the main partners include: FAO (livelihood recovery), UNDP (economic recovery), UNHCR (reinsertion and reintegration), and the World Bank (community-driven approaches).

Principle III: Ensure inclusion of specific ex-combatant groups in programme design

These Guidelines are based on the premise that successful socio-economic reintegration of ex-combatants is facilitated, not by targeting, but through an inclusive process with other specific groups, and focused on community-based interventions. Yet *within DDR, some level of targeting is inevitable*. When targeting this group for assistance, it is important to understand that ex-combatants are not a homogenous group. Some groups are at high risk of socio-economic exclusion. Identifying their special needs for reintegration assistance is essential to ensure their participation in reintegration programmes. For most specific groups, it is essential to promote and provide access to mainstream assistance and ensure that services are more effective in meeting their needs, instead of developing specialized and fully separate activities. Children, however, are the exception.

Women associated with fighting forces. Women are increasingly engaged in armed conflict, and are often excluded from DDR assistance. Part 7.1 of the Guidelines identifies the main reasons for exclusion from reintegration assistance and suggests strategies and activities to promote greater inclusion.

Children associated with armed forces and groups. Child reintegration should extend over five years or more, and requires appropriate funding right from the outset to build capacity in the

communities of return. For these reasons, approaches for reintegrating children should be different when planning reintegration assistance.[14]

Youth. This group often makes up the majority of beneficiaries in DDR, and they face additional disadvantages in the labour market. Part 7.3 clarifies strategies and activities to support youth-oriented reintegration programming.

Ex-combatants with disabilities. Most countries emerging from armed conflict have a significant number of people with disabilities, including ex-combatants. Their disabilities – physical, mental, and sensory (including drug addiction) – preclude them from having equal access and opportunities in reintegration assistance. This is exacerbated by the erroneous perception that people with disabilities are unable to engage in conventional work.

Combatants living with HIV/AIDS. During recent years, HIV/AIDS issues have been increasingly incorporated into training for DDR practitioners and policy-makers. Part 7.5 examines approaches on how to tackle HIV/AIDS-related issues in the course of DDR. IDDRS Module 5.60 "HIV/AIDS and DDR" and its Operational Guide provide further policy and operational guidance.[15]

Principle IV: Ensure sustainability

Promoting and ensuring sustainability must underpin all measures under Principles 1-3. Although reintegration needs to be locally owned, it may not be possible if the capacities do not exist. The common challenge is to produce quick results and employment, while creating local systems necessary to support sustainable employment and reintegration. Building national ownership and capacities should thus be early priorities.

Sustainable community-based reintegration is the final objective in the reintegration process. It is essential that community stakeholders are sensitized and fully participate in designing reintegration strategies for ex-combatants.

Sensitizing and supporting national partners. The ILO has an important role in building capacity of key constituents in becoming part of the reintegration process. The NCDDR needs to be sensitized to the importance of long-term reintegration, where employment is central to the response and its capacity should be enhanced to make strategic choices to facilitate this (see 2.4). Ministries of Employment, Education (Vocational Education and Training), and Trade/Commerce should ideally be brought into the NCDDR to address employment strategies. Employers' and workers' organizations also provide a unique entry point in countries where governance is weak or absent. Such organizations can provide apprenticeships or awareness-raising campaigns to promote compliance with international labour standards and/or equality between women and men to ensure both sexes benefit from reintegration programmes.

Building institutional capacities. From an early stage donors should be made aware of the need for building national capacities in education, training and employment services. They should also

[14] The ILO, primarily through IPEC, has worked in facilitating the former child soldiers at country and local level. Between 2003 and 2007, IPEC implemented projects to prevent the recruitment of children as soldiers in Burundi, Colombia, Congo, Democratic Republic of Congo, Rwanda, the Philippines and Sri Lanka. Lessons learned and good practices gained from these projects are compiled into a publication entitled *Prevention of Child Recruitment and Reintegration of Children Associated with Armed Forces and Groups: Strategic Framework for Addressing the Economic Gap*, (ILO, 2007).

[15] See *IDDRS* (UN, 2006) and *Operational Guidance to the Integrated Disarmament, Demobilization and Reintegration Standards* (UN, 2006).

be sensitised that sufficient resources need to be allocated to such tasks. Section 6.2 illustrates how to prepare and strengthen labour-based public works, vocational and educational training (VET), employment services, and Business Development Services (BDS).

Monitoring and Evaluation (M&E). Effective M&E can build essential capacity of national actors and improve programme sustainability. Practitioners should ensure the NCDDR and national actors are given responsibility for designing and implementing M&E. M&E has been difficult in DDR programmes, and is usually focused on outputs rather than outcomes. However, in order to assess the longer-term impact of reintegration programmes, M&E design should become more outcome-oriented. Section 4.33 explains how to develop an effective M&E strategy for the reintegration programme design.

Area-based approaches (ABA). ABAs are increasingly being used by the ILO, UNDP and World Bank to maximise sustainability of long-term reintegration. ABA to reintegration give communities ownership over planning decisions and resources to support the reintegration of ex-combatants, IDPs, refugees and other specific groups within a broader community-orientated reconciliation and recovery programme. ABA operates on a key principle of balancing equity with security, where the needs of ex-combatants are acknowledged without transforming them into a privileged group within the community. LER methodology has been developed as area-based approaches.

Table 2.2 Guiding Principles, activities and strategies for socio-economic reintegration

Principle I: Making employment central to the response	
Approach	***Strategies***
Making the right policy choices that address both the demand and supply-side of the local economy and labour market by promoting employment creation strategies earlier.	i) National policies to optimize local employment and resources ii) Using Local Economic Recovery (LER) as the main vehicle for planning and programming and LER includes mobilizing the private sector iii) Promoting public sector employment iv) Enhancing the employability of ex-combatants through the provision of education and employment-oriented training
Principle II: Start early and phase interventions	
Approach	***Strategies***
Engage donors and partners early and start planning the reintegration component before peace negotiations have been completed.	i) Early programme design, based on comprehensive assessments ii) Making time, funds and initiatives available to prepare the actors iii) Moving from targeted approaches (reinsertion) to area and community-based programmes earlier in the overall process, so as to promote inclusivity iv) ILO expertise integrated into a well co-ordinated response
Principle III: Ensure inclusion of specific ex-combatant groups in programme design	
Approach	***Strategies***
To ensure that all groups who fall under the DDR definitions have equal access to targeted reintegration assistance and community-based reintegration programmes. The needs of specific groups must be addressed in the programme design.	A good understanding of specific groups will enable effective support for: i) Women associated with fighting forces ii) Children associated with armed forces and groups Youth iii) Youth iv) Ex-combatants with disabilities v) Awareness raising and support to people living with HIV/AIDS
Principle IV: Ensure Sustainability	
Approach	***Strategies***

Build national ownership. Community sensitization and full participation of community stakeholders in designing reintegration strategies.	i) Ensure NCDDRs lead reintegration efforts that include key line ministries to address employment strategy ii) Employers' and workers' organizations provide another entry route when governance is non-existent iii) Effective monitoring and evaluation built into programme design iv) Build institutional capacities, prepare communities and beneficiaries v) Area-based approaches to reintegration that include the ILO's community-based LER and LED methodologies

Chapter 3. Creating an enabling environment for socio-economic reintegration

This Chapter will

⇒ Provide policy guidance on how to identify priority areas to create an enabling environment for reintegration

3.1. Balancing the need for immediate stability with long term reintegration

Even though the importance of reintegration to DDRs' success has been recognised, the process is driven first and foremost by the need for security. DDR is often a key part of political transition and a condition to other transitional activities (such as the return of IDPs etc). Hence, there is a penchant for focusing support on the subjects perceived as most dangerous, for whom specific reintegration assistance is then planned. Although unintentional, this way of singling out a group for assistance easily creates a perception of "unequal opportunities" and it creates friction among groups in communities, albeit those who harmed benefit. This risks further dividing ex-combatants, making real reintegration difficult.

If the reintegration of former combatants fails, the risk for instability increases. In turn, this affects the opportunities for durable reconstruction. While reintegration is critical to the success of DDR, it is also easily its most complex aspect. Two important factors have to be reconciled; first the special needs of ex-combatants must be addressed to make their reintegration possible; second the communities and economies, in which they (re)settle, have an equally important role in making reintegration successful.

When reintegration is part of the Disarmament and Demobilization model, the parameters applied for targeted interventions for one specific group have been short to medium term in nature. In the past, funds have been prioritised for disarmament and demobilization, leaving inadequate funding for reintegration. Like other emergency assistance it often provides short-term employment or measures to strengthen the supply side of the labour market without also addressing its demand side. This approach has limited impact on sustainable job-creation. It can even move the social aspect of reintegration backward when perceptions of inequality surface, with ex-combatants usually at the better side of the equation, since DDR has generally been better funded than overall early recovery. While well-designed short term measures can usefully contribute to the overall recovery and the reintegration of ex-combatants, the process of socio-economic reintegration itself is most often a long, complex process. It is now recognized that the sustainability of DDR depends largely on the effectiveness of longer-term social and economic

reintegration of ex-combatants. Failure in making reintegration sustainable has led to ex-combatants returning to violence, thereby threatening the durability of peace.

Box 3.1. Lessons learned on linking reintegration to a wider economic recovery

At the time when DDR begins, political reforms, democratic elections and rapid disarmament of combatants are usually the main concerns. Yet, it is important that even at those early stages, preparation for rapid job growth starts by putting employment creation at the centre of other decisions. DDR and the process of recovery are indivisible and programming, as well as funding should reflect this.

The reintegration component of DDR must be designed with more than a security concern in mind. Keeping combatants from being idle is a strategy to buy time only and without including a longer term plan; this course of action becomes counterproductive.

DDR frameworks and funds are targeted for one group only, but a too strong differentiation is bound to generate tension rather than reconciliation, thus obstructing effective (re)integration. Targeted support that aims to improve employability (skills training, business support grants etc) should consider also including a proportion of other specific persons as direct beneficiaries

Targeted support should not be limited to the category of "male, able-bodied combatant, but should deal with the fact that women can be combatants and that their needs are likely to be different. Many combatants may also be disabled and with even more special needs, requiring the same access to targeted support".

As soon as possible, the process of reintegrating ex-combatants must be fully integrated into the broader recovery strategies that are aimed at specific groups such as IDPs, returnees and other people affected by conflict.

There should be a reliable (planned and funded) handover from partial targeted support to more in-depth community based reintegration support for a longer duration. The intention should not be to turn ex-combatants into a privileged group in the community, but to, as quickly as possible, mainstream their special needs into broader programmes instead of continuing specific reintegration programmes for ex-combatants only.

Reintegration is perhaps the most challenging aspect of the DDR process. Firstly, there are often limited employment opportunities in post-conflict environments. Secondly, even after training, ex-combatants are further disadvantaged from competing in a tight job market as they often have lower education, skills, and lack start-up capital. This is particularly evident in the case of young ex-combatants. Thirdly, ex-combatants are often viewed with suspicion and stigmatised, especially on their return to communities.

Although acknowledged to be important, job-creation and employment strategies have often been delayed to a later development phase. Thus DDR strategies are commonly focused on "supply driven measures" (that is, training people), leading to frustration as the tight labour market cannot absorb a high number of new entrants. This is also partly a reflection of the belief that security precedes development in a linear process. Political reforms, democratic elections and rapid disarmament of combatants are addressed first, and the economic survival of war-affected populations is left for later. However, it is apparent from experience that without effective job-creation and employment, political stability and security are likely to fail.

Reintegration ideally takes place in communities that employ more inclusive approaches and are implemented over a longer timeframe. This requires significant resources for capacity building, while applying a different monitoring and evaluation framework. Thus, increasingly, the term DD+R is used. Reconciling the different parameters between DD+R is key, and these Guidelines attempt to clarify how this can be addressed by making a clear distinction between reinsertion and reintegration and by moving reintegration assistance as a follow-up of reinsertion into a well-planned and funded, broader economic recovery framework.

The reinsertion phase provides targeted support during the transition from demobilization to resettlement, and can create short-term income-generation opportunities for ex-combatants. It provides a "waiting space", allowing for a time when longer term reintegration support can be

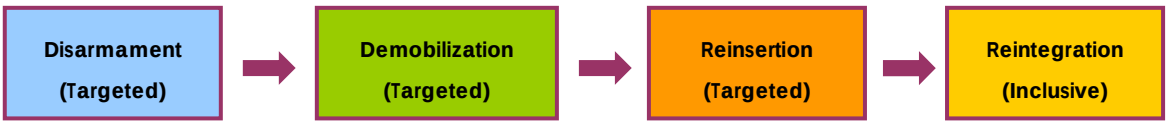
launched. The launch of reintegration assistance starts during the reinsertion period, but can best be categorized in the cluster of reintegration, as it typically consists of all the actions needed to make reintegration possible, or to "prepare the ground". This includes capacity building of key institutions, support to bring about an enabling policy environment, and preparing the scene (through assessments etc) for area-based, inclusive, local economic recovery approaches.

Real reintegration support to ex-combatants is no longer targeted but inclusive, starting from area-based approaches, which give communities more control over planning decisions and resources to improve socio-economic reintegration. Sustainability is only possible within such longer timeframes and inclusive processes, which also facilitate reconciliation and social reintegration. Naturally, as the context requires, this can still include some element of targeting. Longer-term reintegration can be a particular challenge for ex-combatants who have limited education, few marketable skills and lack professional and social networks.

Chapter 5 will describe some of the main reinsertion interventions and examine the typical instruments for socio-economic reintegration.

Box 3.1 Difference between reinsertion vs. reintegration

Reinsertion is essentially a short-term, targeted and stabilizing measure. Reinsertion does not guarantee a sustainable income, nor return to communities. It is concerned with quick impact and with providing ex-combatants with their immediate needs. Reintegration is, by definition, a longer-term, community-based, inclusive process. By making a clear distinction but an intimate connection between reinsertion and reintegration, and by moving reintegration assistance as a follow-up of reinsertion into a well-designed, broader economic recovery framework, many of the challenges currently experienced in socio-economic reintegration of ex-combatants can be successfully tackled. When designing programmes, it is important to separate these distinct phases.



3.2. Balancing the conditions for socio-economic reintegration with the need for targeted support to ex-combatants

Evidently, ex-combatants need support in transitioning from a military to a civilian lifestyle. In most cases they have to re-enter a society unfamiliar to them; as the social and economic setting will have changed during the conflict and they also have been transformed by the conflict. This is even stronger for young people who may have no memory of pre-conflict patterns of life. For them this process is essentially one of integration; one for which they are badly equipped. Ex-combatants may have no memories of the communities they came from, or may not want to return because of atrocities committed or simply because they fear the stigma of belonging to an armed group. This is particularly the case for women who have been associated with armed forces.

The ex-combatants may have been deprived of education and training and come out of the conflict traumatized and with negative coping strategies such as drug and/or alcohol abuse and they may be used to a way of life where they get what they want through violence. As a

result, they end up with little civilian skills and resources, and thus little social and economic capital to tap from. Male ex-combatants may engage in anti-social behaviour within their families and communities and women who were associated with the armed forces may bear additional stigmatization as they have violated the traditional roles in society and their involvement may have changed their own outlook.

The extent to which the reintegration of ex-combatants, men, women and disabled persons occurs and how successful it is depends on the specific context, including the duration of the conflict, the level of displacement caused, and the extent to which normal life has continued for others in communities. But, typically, transition support is needed to help ex-combatants to adjust from a life in armed conflict to competing in a tight labour market with other civilians.

Moreover, given the generally depleted environment, and their limited social and economic capital, the reintegration "options" from which ex-combatants are asked to choose is usually not sufficient to facilitate individual economic empowerment. Instead, an integrated package of services offered on the basis of real demand, and provided over a continued period is crucial for most specific groups, including ex-combatants. It is important to realize and communicate, that in, and of themselves, such isolated "assistance packages" are still more part of transitional assistance or reinsertion. A reintegration that aims at finding a lasting job or a decent income[17] requires equal effort on restoring the demand side of the labour market.

While the restoration of productive livelihoods and the social fabric, the revival of the private sector – including the return of investment – and the success of reconciliation, are beyond the strict terms of reference of DDR, it is important to recognize that the success of economic and social reintegration of ex-combatants depends on the nature and duration of the processes of "preparing the ground" are set in motion.

Box 3.2 Argument over the targeting and non-targeting approaches

Depending on the context, targeted support can be fundamental. It should concentrate on those aspects that effectively address special needs, such as counselling, referral, transition support (that is, social safety net), training in civil conduct, and core work skills), where support to employability is targeted for ex-combatants. This must be coordinated with similar "packages and benefits" to other groups. There should be no disparities in assistance as it adds further to the existing divisions.

Gaps in implementing targeted, as well as in overall reintegration support, are dangerous and can be avoided with better planning, coherence and coordination. It is also imperative to be realistic in planning and preparation. If no jobs can be expected because of the state of the economy, the measures and expectations created should be modest and, gradual, and it might be preferable to continue transitional measures for longer instead of promising reintegration that cannot materialise. Clear communication with ex-combatants and communities is the key.

Targeted support to ex-combatants that addresses accumulated disadvantages and vulnerabilities must be combined with measures that get the conditions right for social and economic reintegration, which are not targeted.

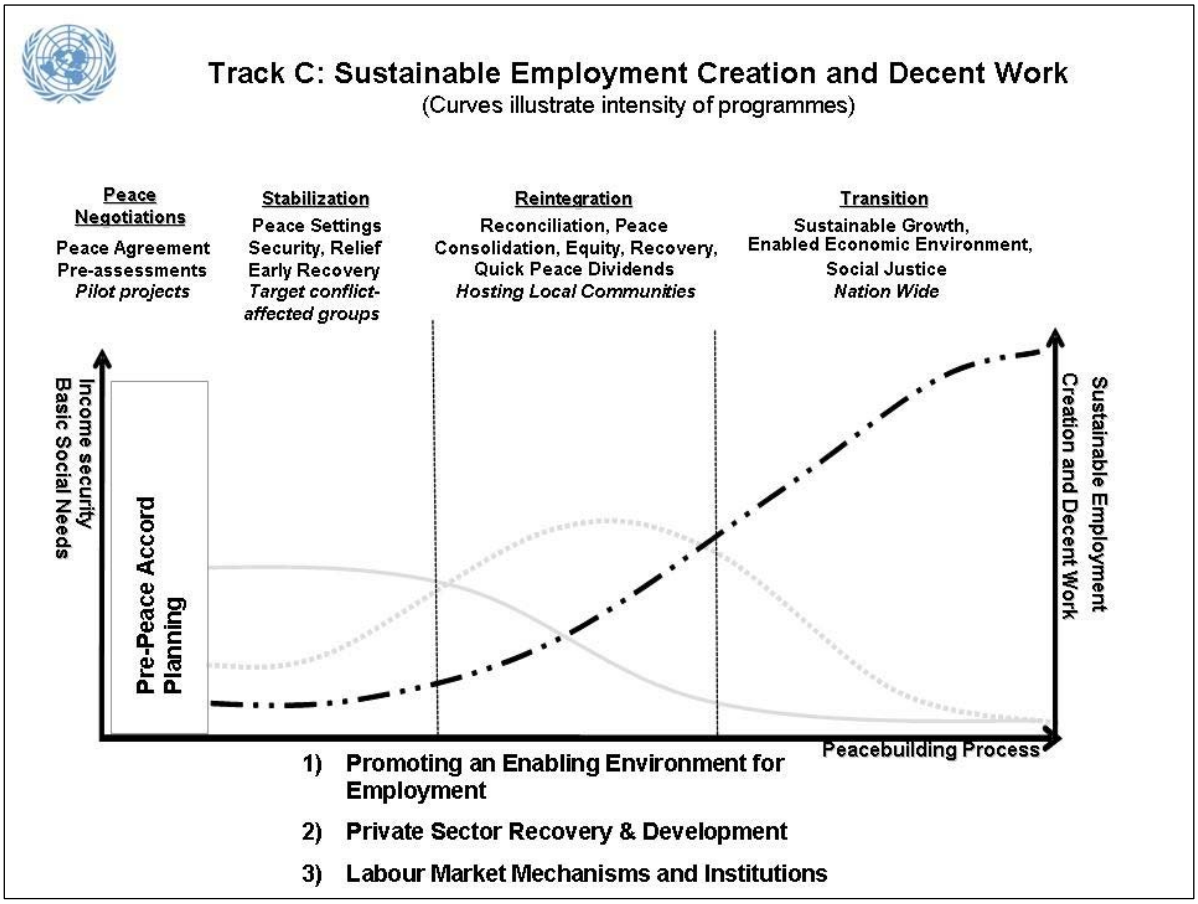
Reconciliation is a cornerstone of peace-building and much of it needs to take place at the community level. Programmes that unnecessarily favour some over others, does not facilitate this complex process. This is particularly so with former combatants who are usually viewed with suspicion and stigmatised on return to their communities.

Reintegration challenges of ex-combatants are multi-dimensional and need action, both on many fronts and, as well as one coherent Programme. Simultaneous efforts to (i) improve economic conditions, (ii) effectively revive local economies, (iii) rebuild cohesion and coping capacity at community level, and (iv) reconcile people who suffer the effect of war, are essential pre conditions to make reintegration successful and they must be pro actively tackled from early on.

[17] This will also depend on whether they reintegrate in rural areas where they were originally from, or situate themselves in urban areas where they have to establish a new life.

3.3. Macro-Level, the up-streaming focus: Setting up policies for decent work and employment recovery

Early support and extensive capacity-building to the NCDDR and line ministries relevant to sustainable reintegration should be strongly considered as part of the up streaming assistance (UN policy track C). The international assistance should both support the government in identifying national priorities and jointly drafting and endorsing policies for creating an enabling environment for sustainable reintegration. Moreover, the international agencies (UN and non-UN) should always be aligned and implement policies and approaches, in conjunction with each other, rather than introducing isolated programmes and projects, which is often the case.



Overall Employment policies framework

A **national enabling environment for job-creation** and providing equitable job opportunities are essential. Because consensus building and policy development takes time, employment policies and programmes need to be thought out carefully and developed as early as possible, even in the pre-peace planning. The ILO can play an important role in supporting national governments, through the NCDDR and key line ministries, in assessing needs, identifying and setting priorities and co-drafting policies for employment recovery in post-conflict scenarios. Governments

emerging from conflicts should, therefore, consider ILO availability in providing technical support for up-streaming employment-creation in the post-conflict recovery.

Box 3.3 Liberia Employment Policy 2009

The Ministry of Labour of Liberia, with the support of the ILO, produced an employment policy seeking to address the question of how more and better work can be created in post-conflict Liberia. The Policy suggests a two-pronged approach that includes emergency employment, and actions which will generate medium term sustainable jobs. In the preface the Minister of Labour says:

"Without jobs, poverty reduction will remain as a fundamental but unrealized goal for Liberia. Accordingly, job-creation is one of our first priorities. As such, the aim of this Liberian National Employment Policy is to stimulate an adequate employment growth in our economy in order to reduce unemployment and eventually attain full, productive, and decent employment for all Liberians. An essential factor for job-creation is solid economic growth. However, this will not be enough. Employment needs to be carefully planned, managed, monitored and integrated in all social and economic policies and programmes."

Source: Employment policy 2009, Ministry of Labour, Government of Liberia with technical assistance from the ILO.

Reintegration policies can be implemented both at a national level and focused to a specific geographical area that has experienced conflict.

Box 3.4 Aceh guiding principles

In 2004, the devastation of the tsunami partially led to a peace agreement between the Government of Indonesia and the Aceh Free Movement (GAM). As a result, the Government of Indonesia was faced with the dual task of a DDR process and post-tsunami relief and development for the greater population of Aceh. Through collaboration with the ILO, the Government developed guiding principles to promote job-creation, educational opportunities, vocational and life skills training, and a holistic framework for post-disaster and post-conflict social and economic reintegration. The principles focus on creating an environment conducive to peace through disarmament and demobilization, but long-term sustainability, social and economic reintegration, and peacebuilding initiatives were also integrated into the process. These Guidelines were applied and adapted to the specific context of Aceh, Indonesia. As such, the guiding principles helped define what the DDR strategy looked like in Aceh, aiding in the coordination of various stakeholder programmes and in ensuring a sustainable transition from conflict to peace.

Source: Guiding Principles: Disarmament, Demobilization, and Reintegration in Aceh, The Government of Indonesia with assistance from the ILO (December 2005).

Box 3.6 National Framework Proposal for Sri Lanka

The war between the Sri Lankan government and the LTTE ended on May 19, 2009, necessitating a disarmament, demobilization, and reintegration 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 were facilitated by the ILO to highlight the DDR challenges Sri Lanka would be facing, after which working groups consisting of government officials, policy makers, members of the armed forces, and local advisors were formed to formulate sections of the National Framework Proposal. The consultation workshops provided a forum which 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: National Framework Proposal on the Reintegration of Ex-combatants into Civilian Life in Sri Lanka, (July 2009).

Promoting an early integrated and focused methodology for employment creation. Job-creation is clearly a cross-sectoral matter. While ministries of labour have an important mandate in promoting the process of job-creation, and ensuring that a decent work objective is achieved, many other ministries have key roles as well. Coordination and an integrated approach to job-creation, from an early stage, are crucial, and the development of partnerships should be the basis for all work.

Policies for focusing on local employment

Policy choices which ensure that infrastructure production and maintenance relies on local labour, local technical capacity and local materials to the greatest extent possible need to be utilised. Typically, approximately 70% of public investment funds and 40% of international assistance are spent on post-conflict construction, rehabilitation and maintenance of infrastructure alone, so this will enhance local capacities.

Post-conflict governments are often slow to recognise the importance of rehabilitating key infrastructure networks outside major urban areas, which impedes rural access and can lead to security challenges. Those reconstruction works often rely on foreign-implemented, expensive, mechanised, low-labour methods because of the desire to put them in place immediately after the conflict. However, an early preparation of national policies and programmes that are founded on the use of labour-based methods in public works is a key factor in a job-friendly reintegration process. Assessing the employment impact of planned investments has to become a standard procedure. As mentioned earlier, the high proportion of public investment funds and international aid that is spent on infrastructure works can provide high numbers of (short and long term) jobs. This can be effective as long as the choice is made on the following conditions (i) where appropriate, it is important to systematically use labour-based approaches, and (ii) to the greatest possible extent to rely on local labour, appropriate technology, supplies and materials, local technical and managerial capacity and local material for infrastructure production and maintenance.

Toolbox 3.1. Locally-run infrastructure recovery and re-construction

Make contracting systems transparent and local

Building donor and national government consensus to provide the private/enterprise sectors and community associations with a transparent contracting system (addressing local obligations, rights and benefits, and not contracting to foreign companies), is recommended to increase local capacity-building, participation, and ownership, and directly stimulate the local economy. Setting-up industry councils to enhance transparency in procedures is another way to build transparent local contracting systems, as infrastructure rehabilitation is often a source of conflict due to significant amounts of money involved.

Target procurement

Targeted procurement can specify employment-intensive technologies and methods of manufacture/construction in the tender document can specify the minimum amount of wages required to be paid during a contract, it can give tenderers the opportunity to choose and propose the technology/construction methods to maximise the participation of labour and local SMEs.

Labour intensive policies

Preparing national policies for labour-intensive works that are especially suitable for employing large numbers of ex-combatants will greatly assist reintegration planning, while assessing employment impact during the 'reinsertion' phase. Labour-intensive approaches give ex-combatants positive societal roles as 'rebuilders', build capacities of communities and

individuals, are cost-effective, and reconstruction of public infrastructure directly contributes to restarting economic recovery and development.

Public Works: As advocated, labour-based public works can absorb large numbers of ex-combatant groups - through QIPs during the reinsertion phase, to longer-term, community-based social and economic development programmes. Supporting services (for example, truck driving/maintenance) should also be considered.

Policies for enabling private sector development

Reviewing and adopting **national policies and legislation to create an enabling environment for private sector** and SME development in rural and urban areas is strongly recommended. The ILO International Labour Conference (ILC) 2007 conclusions regarding environmental conditions which enable the growth of sustainable enterprises include: peace and political stability; good governance; social dialogue; respect for universal human rights; entrepreneurial culture; sound and stable macroeconomic policy; trade and sustainable economic integration; enabling legal and regulatory environment; rule of law and secure property rights; fair competition; access to financial services; physical infrastructure; information and communications technology; education, training and lifelong learning; social justice and social inclusion; adequate social protection; and responsible stewardship of the environment.[16] It is perhaps overly ambitious to expect that all of these conditions are in place before promoting PSD, especially in a post-conflict environment. However, putting mechanisms in place which seek to create an ideal environment modelled after these conditions should be pursued at all levels.

In the immediate term, direct interventions should include incentives for local companies to hire high-risk groups, often linked to reconstruction and rehabilitation. Furthermore, it is important to encourage private sector investment through incentives, information and institutional support by:

- ⇒ Providing incentives to private companies and employers' associations to help re-establish small local units (for example, sub-contracting) to supply services and provide employment. Consider how short-term job-creation for ex-combatants can be linked to the private sector. For example, provide private sector actors with incentives in primary and secondary infrastructure contracts with contractual obligations to take on a fixed number of labourers and apprentices from ex-combatant groups.
- ⇒ Upgrading existing enterprises, transferring appropriate technology to the informal economy, organising livelihoods and vocational training, and providing access to credit.
- ⇒ Stimulating Private Public Partnerships: Forging public-private partnerships in areas most suitable to community reintegration (infrastructure, basic services) that promote social inclusion. Such programmes should especially provide the structures that can make such partnerships work.
- ⇒ Facilitating self employment for ex-combatants in rural areas by offering incentives for commercial farming, introducing appropriate technology, introducing and improving irrigation and other water-sources, improving infrastructure development to provide access to services and markets, training of farmers and introducing of food processing techniques.

Facilitating the development of small and medium enterprises (SMEs)

Early on, most private sector promotion will be through the creation (or re-starting) of small and medium enterprises. Both formal and informal businesses will form part of the supplier chains of

[16] International Labour Conference 2007, "Conclusions regarding the promotion of sustainable enterprises", paragraph 11.

larger enterprises.[17] While establishing an enabling environment for such enterprises – both rural and urban – to develop and grow is a long term process and these practices should be initiated early on. International agencies can support the national government and business associations in immediately reviewing and adapting national policy and legislation.

Toolbox 3.2. SME development

Facilitating SME start-ups include analyzing the legal and customary system for SMEs (start-up, bidding, legal barriers), and developing a plan with priority actions to facilitate the re-activation of the sector. This may include:

⇒ Dismantling administrative constraints regarding business location, property rights, registration licensing and taxation (that act as disincentives to SME development, investment and private entrepreneurship);

⇒ Simplifying licensing procedures for private enterprises and cooperatives;

⇒ Offering incentives for formal methods of administration; and

⇒ Streamlining and simplifying the legal protection of land tenure, ownership, foreign investments, business licensing, registration procedures, and taxation regulations, and reducing transaction costs in the formal economy.

Specific efforts may be required to ensure that ex-combatants can benefit from opportunities since they are disadvantaged by lower skills, resentment from others and a general estrangement from mainstream society. Practitioners should consider special incentives for job-creation, such as tax reductions or other support schemes that facilitate the integration of specific groups, including ex-combatants in the labour market.

While the process of legal reforms and new labour legislation will take time, it is important to initiate the debate early on. International actors should support national governments and social partners in reviewing and reforming labour legislation that balances two objectives, that is, a) reducing barriers to job-creation: improving employability, labour mobility and job placement services for ex-combatants; and b) promoting decent work.

It is also important to rebuild financial institutions and markets through streamlining the response in micro credit by providing Guidelines and coordination. The regulation of financial and credit sectors takes time and is more of a long term objective, but early alternatives need to be initiated early on by institutions that have the technical capacity. There is much potential in the revival of credit cooperatives, saving banks etc, and early efforts are needed to rebuild capacities.

Promoting a climate for investment

The promotion of a climate for investment must be initiated very quickly. International actors should consider how to support the national government in facilitating a conductive investment climate for the private sector. Basic standards should not be sacrificed, even if this produces quick results. Even with limited resources it is possible to create a decent work environment.

Toolbox 3.3. Assessing investment friendly environments

The following list shows key questions to assess an investment environment:

⇒ Defined ownership: Is the business partner allowed to do business?

⇒ Functioning Company Registry: Is the business partner legally in existence (for example, incorporated, registered?)

⇒ Enforceable property rights (land ownership/lease): Is holding and the use of land for business purposes an enforceable right?

⇒ Clear tax code: Are tax obligations and exemptions clearly stated in the tax code?

[17] *Improving Prospects for Young Women and Men in the World of Work: A Guide to Youth Employment*, (ILO, 2004), p. 43.

⇒ Clear licensing procedures: Are licensing obligations clearly stipulated. Over the longer term these policies can help 'formalize' the informal sector by making evasion of rules and regulations less beneficial, and hence over time improve the quality of jobs in a fashion consistent with decent work in safe.

Policies for public sector employment for specific groups

While recognizing the limitations within the post-conflict context, **national policies that promote public sector employment for high-risk groups**, including ex-combatants, should be examined.

Lastly, while recognizing the limitations within the post-conflict context, work can start on boosting job-creation for ex-combatant groups in the public sector through security sector reform, public works, retraining in the social sector, and through public-private partnerships. Among ex-combatant groups there are often drivers, mechanics, doctors and engineers who can fill significant vacancies, if appropriately (re)trained. Listed below are key areas in the public sector which are often suitable to provide job opportunities for ex-combatants:

⇒ **Security sector reform (SSR)**: International actors should support the national government in identifying employment opportunities in the reformed security sector (for example, national army, police) and the requirements of (re)training ex-combatants It is important here to: (i) create and communicate impartial and transparent standards for recruitment into the security sector; and (ii) ensure ethnic, religious, regional and gender balanced new security sector agencies.

⇒ **(Re)training in the social sectors**: (Re)training for employment opportunities in the health and education sectors should be examined. For example, in Afghanistan, large numbers of women associated with fighting forces are being retrained as teachers, as a part of the national education reform.

⇒ **Public-private partnerships (PPP)**: Practitioners can consider exploring opportunities for PPPs in the DDR and national reconstruction programmes, where overseas funding can support local companies and CBOs in privatizing certain public services (for example, waste collection, water supply). Infrastructure and basic service provision are the main sectors for inclusion of ex-combatant groups and can promote social inclusion and cohesion, building trust, while providing income-generating opportunities.

Policies for prioritising economic sectors

Choosing priority economic sectors with potential of rapid expansion and job-creation is crucial for efficient reintegration of ex-combatants. Building an early consensus and policies where sectors prioritize post-conflict recovery that compliments reintegration strategies is perhaps the first crucial step. Domestic government actors, donors, international agencies, should identify and build consensus on priority sectors for economic post-conflict recovery which will have multiplier effects on the wider economy and have good job-creation potential. Public and private infrastructure construction or re-construction, agriculture and livestock (and fishing) and service in support of the recovery and reconstruction effort (for example, transport, printing, guards, logistical services etc.) normally provide the most immediate opportunities for skilled and unskilled workers, including ex-combatants. These sectors will have multiplier effects on the wider recovery, while attracting investments from donors and governments.

Obviously, the economic sectors to be prioritised vary from country to country. Therefore, local government and local civil society organizations should always be consulted and made part of the prioritisation exercise. If these priority sectors are identified through rapid market assessments at the initial stages, the work can start to develop short and medium term strategies that look at up- and downward linkages, training and technology requirements, enterprise potential etc.

3.4. The Meso-Level: Preparing institutions and developing partnerships

Action at the regional and district levels to promote job-creation and decent work should focus on interventions that build and reinforce capacities of key institutions and services, starting with the most essential priorities.

Enhanced education, training and employment services ultimately benefit wider population groups, rather than targeting ex-combatants. It is important at the very outset to promote an approach that involves gradual capacity building of national, regional and local institutions, and advocates the importance of long-term institutional capacity-building to donors.

Before focusing on meso-level institutions some Labour Market and Institutional Capacity Needs Assessments should be conducted to determine technical areas in which local institutions must be strengthened. This may include: rebuilding, repairing and upgrading premises, adapting services (for example, curricula) and initiating coordination mechanisms between national policy-making and provincial actors. Key provincial institutions that should be strengthened include vocational and educational training (VET centres), employment services centres (including referral systems), and Business Development Services centres.

Interventions during the 'reinsertion' phase that build and revive institutional capacity are recommended. The timely preparation of actors is essential. Prioritising employment is critical, both in terms of policies and programmes and it necessitates an integrated approach that emphasises building partnerships among a number of ministries and agencies. National and local capacity building takes a long time and has to be done in stages, but a start should be made as early as possible. What is important is to take a stepwise approach, be practical in identifying priority actions, and ensure that the right approach is taken from the start. Early engagement in capacity building (during the "reinsertion" time) enables national ownership and thus sustainability, avoids the creation of parallel structures, while reducing the 'waiting time' after the reinsertion assistance has been completed, shown in many DDR experiences to be dangerous to the peace process.

Planning for capacity building should start even before disarmament. It is important to honour the commitment to work both on the demand and the supply side of the labour market. This calls for DDR programmes which, typically, consider this only in the periphery, to link the reintegration component strongly with the more wide-reaching work of early recovery. In the aftermath of conflict, it is often international organizations that carry out labour market interventions or organize vocational training. This leads to dependencies that fail to build national ownership and sustainability, and thus are, ultimately, more costly. Local government and, whenever possible, civil society organizations, should be encouraged and technically supported to participate in labour-related surveys and agree to a revitalisation of the VT systems.

Institutional capacity building

The NCDDR or the national reintegration commission needs to be cognisant of the challenges of job-creation. Reinsertion should be separated from reintegration, with the latter focusing on integration of ex-combatants by using community-based approaches with effective participation and responsibilities for relevant line ministries (for example, Ministries of Education and Employment). Moreover, as reintegration takes place in communities, it is important to decentralize early on and thus to build the necessary capacities at the local level. NCDDR and/or reintegration should be equipped to link well with employment strategies, so that they involve the key line ministries in their programme and work in an integrated and coordinated manner.

It is critical to communicate through local governments with communities of return an early commitment of the NCDDR and local responses to decentralization. In addition, ensuring M&E of reintegration activities, planning and monitoring small infrastructure reconstruction, ensuring coordination of support activities and identifying priorities for economic development and appropriate local institutions for capacity building to implement reintegration programmes are also vital components in this process.

It is recommended that immediate building of both the essential capacity of key labour market institutions and committing to work through them, rather than setting up parallel structures, is undertaken. Gradual and action-oriented capacity building must start during, and be a part of the "targeted" reinsertion phase. Enhanced education, training, and employment centres, child care facilities, ultimately benefit various parts of the population, and will inspire more tolerance from others with respect to targeted support to ex-combatants.

Toolbox 3.4 Institutional capacity building

Assessing labour market capacities, institutional capacity for planning, coordination and implementing economic and labour market recovery programmes should be examined at national, provincial and district level.

Key service providing institutions to be immediately strengthened include:

⇒ Ministries of labour;

⇒ Vocational and educational training (VET) centres;

⇒ Employment services centres (including referral systems);

⇒ Business Development Services (BDS);

⇒ Workers organizations;

⇒ Employers organizations;

⇒ Chamber of Commerce;

⇒ NGO and DBO acting as service providers; and

⇒ Faith-based organizations (FBO's).

These organizations usually lack resources, trainers, facilities and organizational capacity to absorb the tens of thousands of potential trainees, including ex-combatants.

Vocational and educational training (VET) institutions/providers

The challenges of upgrading the vocational and education training system to deliver the quality and quantity of courses needed are enormous. Much depends on the pre-conflict capacity of the system, and the level of destruction caused by the conflict. Invariably, large amounts of time and funds are needed. Training is a tool to help reintegration and it is important that (i) it is planned and implemented under technically-sound criteria, (ii) it is undertaken with institutions that can takeover when assistance is reduced and (iii) a gradual approach is taken which combines immediate action with the necessary structural and capacity building (that is, training packages, competency assessments and ultimately qualification frameworks, training of trainers, etc).

Toolbox 3.5 Vocational and educational training

It is crucial to ensure that training is linked with employment opportunities and builds on limited existing capacity.

Quick assessment methodologies can be used to assess labour market opportunities and national capacities to deliver demand-led VET that include ex-combatants' needs.

A rapid assessment of informal apprenticeship can reveal further options of longer-term socio-economic re-integration for vocational training in a master craftsperson's small business. Any intervention needs to be designed carefully in order not to undermine local customs that sustain the system.

A scope for small business credit training programmes to be integrated with vocational skills programmes needs to be assessed, needs for technical support should be also assessed at the same time.

It is important to prepare a plan and costing to immediately render existing institutions functional, starting with the bare essentials and leaving full reconstruction for later. Engaging and Lobbying donors at the outset is also crucial, in order to provide funding at least 12 months before services are operational to build effective capacity of providers.

Existing models and capable partner agencies (preferably in the country but if necessary from relevant other countries) need to be identified. Their capacities of adapting curricula for basic education, livelihoods training, and life skills need to be examined. Technical assistance to facilitate this process should be also proposed at the same time.

A training-of-trainers programme (TOT) should be an integral part of every strategy. Trainers will require orientation on how to train adults, especially demobilized combatants. They will also require orientation on training methods for employment and business operations. Some instructors may need orientation on how to train less-educated trainees (less than prescribed schooling level for normal pre-employment training) through modular programmes. TOT is also needed on how to design, deliver and evaluate skills development programmes. The role of the trainer should be that of a facilitator, promoting active learning, fostering support of team work, and providing a positive "role model" for participants (particularly the younger students).

After a quick mapping and SWOT analysis of institutions (Government and non government and national and international) it is important to propose a structure to facilitate coordination of VET which can also link with local employment. Coordination mechanisms between national policy-making and provincial development actors (for example, effective coordination and planning between the Ministry of Education, provincial VET and employment centres) have to be initiated.

There is a need for a coordinated training strategy. Considering the many kinds of options and strategies available, it is crucial that training methods are planned well in advance of their actual operation. It is also important to ensure that programmes are need-based and demand-led.

The Ministry of Education/Training has to be assisted to initiate step-by-step certification and quality control mechanisms. Regular monitoring of training institutions and methodologies is vital to ensure the quality of vocational training programmes. This includes: oversight of curriculum, teaching approaches, teachers' qualifications, course duration, materials, testing, and certification.

Public and private Employment services providers

Even when ex-combatants (and affected civilians) have skills in demand, finding a job may be an insurmountable obstacle. While it is important not to create expectations that such services come with a job, they can serve as important bridges. Since it represents a key service to facilitate national reintegration, and preferably also local reintegration, employment services should be revived, where possible. There must be much emphasis on building local capacity for pre and post counselling services, adapted to the needs of ex-combatants and other specific groups. Other key areas include assistance with job search and assistance to (or referral) provide opportunities for employment.

Toolbox 3.6 Employment services

⇒ Establish ES during the demobilisation period so that combatants can register as soon as possible. Key actors will include: the military, (discharge/reinsertion) public and private employment services, the Ministry of Labour, national/local employers' organizations, and international agencies.

⇒ Assist employment centres to create an accessible database with profiles of specific groups seeking employment.

⇒ Use different and appropriate communication channels to announce employment, education, training vacancies and services. These can be announced through local radio

stations, notice boards in public places (local government offices, markets, community centres, places of worship).

⇒ Adjust the usual counselling and referral services to serve the needs of ex-combatants with special attention to specific groups. This includes: training employment counsellors to identify trauma and to refer these clients to specialized psycho-social counselling.

⇒ Establish links with other services between the DDR programme, referral agencies and welfare support networks.

Business development service providers

Business development services (BDS) promote long-term market development and services by helping micro, SME and cooperatives to overcome profitability barriers by improving productivity and expanding market access. While this is something that takes time and usually only becomes fully effective in the development phase, it is still important to identify ways to immediately strengthen the provision of extension services, because without these, reintegration needs cannot be fulfilled. The key is to start simple and to prevent the counterproductive impact often produced by uncoordinated quick fixes.

Toolbox 3.7 Business development services

Immediate requirements to establish BDS include:

⇒ Information: on private enterprise opportunities, supplies, markets;

⇒ Training: short-term micro and SME;

⇒ Credit: advice on how to access grants/credit (and later to more comprehensive financial services); and

⇒ Extension services: for business start-ups (later business network promotion), technology and production processes and transfers, licensing, etc. A stepwise approach that gradually builds these services into institutions should be taken.

Who delivers? In most cases, in the long term BDS are usually private sector driven, but early on, Government institutions should be revived to provide these services, or alternatively CSOs, (NGOs, religious groups or private sector organizations) can support SME – especially in training, credit, technology and extension. BDS can be delivered by a wide range of public and private actors, including CSOs.

For example, during the 1990s in Angola and Mozambique, NGOs provided effective vocational skills training, management training, self-employment and income-generation to ex-combatant groups, while identifying viable business opportunities and conducting marketing feasibility studies. In many post-conflict states, BDS has been seriously weakened or broken-down completely.

3.5. The Micro-Level: Preparing the communities for reintegration through participatory approaches

The success of reintegration programmes depends on the joint efforts of individuals, families, local community leaders, and community groups. It is, therefore, essential that reintegration programmes are designed through a participatory process which involves ex-combatants and communities, local and national authorities and other non-government actors, in planning and decision-making from the earliest stages.

After having set policies and enhanced institutions for implementing those policies, it is important to consider how to create an enabling environment for job-creation at decentralised level. LER methodologies reflect community-driven approaches that use inclusive job-creation consensus-building and prioritize local economic recovery. LER brings local actors together at the district and community levels (government, private sector, community and ex-combatant groups) to determine high priority economic areas for post-conflict recovery and opportunities for immediate job-creation (for example, labour-intensive public works), with the inclusion of specific groups. LER forums can be organized around specific issues or economic sectors. Their function is to facilitate dialogue among actors representing different interests; they also serve as a platform for participatory decision making, including the allocation of resources and the determination of priorities for action. They are thus useful platforms for creating an enabling environment for reintegration and reconciliation itself. LER and interventions include the establishment of self-help organizations (for example, cooperatives) that can be used as 'recipients' for returning ex-combatants, and improving access to reconstruction grants and credit.

In several DDR experiences, the social element of reintegration has been underplayed, either because of the urgency to address it, or the lack of resources. Yet, in a post conflict context, where the social fabric has fallen apart, this underpins its sustained success. Returning ex-combatants must be accepted in the communities where they return to, if not, tensions will continue and may even jeopardize the peace process. Two aspects cause concern (i) first is the mistrust and differences between groups that have to be reconciled; (ii) second is the resentment that sets in when ex-combatants are "favoured" with assistance and while others are denied assistance.

Preparing communities for receiving ex-combatants

The community, especially in rural context, plays a central role in reintegration, particularly in its social aspects. Ultimately, it is communities that will, or will not, reintegrate ex-combatants. Therefore, sensitisation and community-based approaches are being given increased support by international agencies. In rural scenarios and small towns, in particular, it is important that families, traditional, religious or appointed leaders, women and youth groups, and other local actors/associations (for example, the private sector) participate in designing and planning the return of ex-combatants. Moreover, due to their war-time record, ex-combatants may be discriminated against by receiving communities.

The return of ex-combatants can create real or perceived security problems within communities. Ex-combatants may fear they will be targeted and ostracised within communities during reintegration. Other community members may fear a return of violence, or resent the atrocities they believe (rightly or wrongly) that ex-combatants have committed. This can be aggravated if the perception exists that they are singled out for assistance. Instead communities need to become part of the reintegration process themselves. Reconciliation at all levels of society is

critical to ex-combatants' full reintegration and society's long-term recovery and community-based reintegration can be an indispensable opportunity in this process.

Reconciliatory reintegration should focus on (re)building relationships between combatants and their communities, including families and potential employers. Actors involved in designing programmes should be aware that reconciliation, and the means to achieve it, is culturally-determined and is a long process that may take years, if not decades.

The need for sensitization, education, orientation, preparing communities and aiming to ensure benefits for all, cannot be over emphasized. Some actions that can help in this process are:

- ⇒ Make the reintegration phase inclusive and apply participatory approaches such as LER which also facilitate the process of reconciliation. While they focus on economic recovery, they work through the participatory methods and encourage social dialogues among different community members.
- ⇒ Keep communities informed of the reintegration timetable and target them in the information campaign. In addition, communities should be actively informed on: (1) re-opening of schools and training facilities, employment services and so forth; (2) specific child protection issues; (3) gender related issues, such as female combatants with children; (4) legal status of "bush" marriages and children rights of war-relationships; and (5) risks of HIV-AIDS.
- ⇒ Consult communities on the selection of Quick Impact Projects during reinsertion, and try where possible to extend benefits and participation to other groups, in particular the most vulnerable, because within communities, some social groups may not have access to reintegration services. Such groups can include: women and girls associated with armed groups, child soldiers, elderly and sick combatants, those with disabilities, or from minority groups. They are at higher risk of economic and social exclusion, and need special attention.
- ⇒ Use profile assessments to: (1) identify obstacles preventing specific groups from full participation and how mainstreaming these groups in the overall programme can be achieved; (2) identify the specific needs and ambitions of female ex-combatants and make the strategy gender-specific; (3) plan childcare facilities and recognize the specific needs of children, (4) devise protective measures during and after Disarmament and Demobilisation; (5) examine skills training and work opportunities which are appropriate for older children and youth; and (6) identify specific needs and wishes of ex-combatants with disabilities, or those from minority groups, and introduce improved facilities (transport, accessibility, indicators for monitoring equal opportunities).
- ⇒ Aim to integrate reconciliation activities into all reintegration programmes to reduce tensions and foster trust between ex-combatant groups and communities.
- ⇒ Include indicators on reconciliation in the monitoring and evaluation.
- ⇒ Initiate LER forums as it gives a voice to each community group, mainstreams the needs of high risk/vulnerable groups into community decision-making (provided efforts are made to ensure they are included), fosters co-ordination, co-operation, and consensus building. Such forums also forge linkages between ex-combatants and their communities.
- ⇒ Mobilize the business community to initiate economic projects that cross ethnic, religious and political lines.
- ⇒ Initiate labour-intensive projects where ex-combatants undertake reconstruction/rehabilitation tasks that are beneficial to communities.
- ⇒ Support traditional and/or religious reconciliation practices.
- ⇒ Provide channels for communication, (for example, radio programmes, community meetings, youth organizations), where ex-combatants, opposing groups and other community members can express their feelings.
- ⇒ Provide safe playgrounds where children of different backgrounds can meet off the street.

Preparing ex-combatants for successful reintegration

Ex-combatants themselves need significant preparation to get ready for real reintegration (both social and economic). They have often spent many years out of society and the labour market

and, therefore, need guidance on realistic opportunities and limitations. Full information, counselling and referral services should be established during demobilization and build upon existing national employment services.

Table 3.8 Psycho-social assistance for ex-combattants

As a result of their experiences during war, many ex-combatants and other community members suffer from psychological trauma. Moreover, their exposure to one psycho-social problem raises the potential for other health risks, such as drug addiction. In most post-conflict societies the mental health sector is not equipped to deal with these traumas.

Combine various services according to the need

Given the severe impact of the conflict on economic actors, generally one intervention is not enough to help them reintegrate but providing training in skills, entrepreneurship and business management with credit services, can allow local businesses to revive, even expand and compete for reconstruction and rehabilitation contracts, thereby driving job-creation. A combination of services is also important for the specific groups themselves. It is important to assess ways in which skilled ex-combatants can build competencies or existing competencies be further strengthened (certifications, modular approaches).

Other issues to be considered for psycho-social assistance include:

⇒ Run assessment of psycho-social needs of ex-combatants.

⇒ Adapt psycho-social assistance to the specific needs of children, women and other specific ex-combatant groups.

⇒ Coordinate psycho-social assistance efforts and educate community members and ex-combatants on the availability or choices of psycho-social assistance during counselling and referral services.

⇒ Support existing social structures in communities – for example, traditional and/or religious healing ceremonies at the community level, SHOs to provide outreach, etc. If the existing structure tends to discriminate those with psycho-social trauma (for example, rape survivors), seek alternative supporting systems.

⇒ Skills training and employment as a form of psycho-social assistance, for giving ex-combatants a sense of personal worth and self-efficacy.

⇒ Sensitize receiving communities, employers, and religious organizations on psycho-social needs of ex-combatants and assistance services and consider providing training on specific psycho-social support to: counsellors, teachers, childcare and social service officers, healthcare workers, employment services providers and trainers.

Ex-combatants, as well as other individuals formerly associated with armed groups, need to be given the opportunity to develop a new sense of identity through, for example, VET and 'decent work', that contributes to individual and community well-being. A well-planned and funded reintegration process will enhance ex-combatants' self-esteem, community peace-building and socio-economic development. This includes information, counselling and referral, and access to psycho social support services. The importance of referral and counselling systems must be emphasized, as this is a main tool to access support services and help managing expectations of ex-combatants and guide their choices.

Table 3.9. The information, counselling and referral framework for ex-combatants[18]

Strategy	Objectives	Activities
Information	For ex-combatants to understand the reintegration process and opportunities available To help manage ex-combatants' expectations	o Data collected during the pre-registration profile survey is cross-referenced with the labour market analysis (for instance, opportunity mapping). This should provide information on: i) education and training opportunities and services ii) employment and referral opportunities
Counselling	To help ex-combatants identify and extend available services To assist in giving ex-combatants an easier transition to civilian life	o Counselling services during demobilization will focus on reintegration options, based on each ex-combatant's: i) skills ii) experience iii) expectations iv) opportunities when return o During the reinsertion phase, or in the resettlement community, counselling services include: i) access to health and education services ii) employment opportunities through: micro-SME, self-employment, public sector (for instance, Security Sector Reform) iii) the establishment of supervisory, monitoring and tracing services
Referral	To refer ex-combatants to support services (within the reintegration programme or externally) Referral systems for ex-combatants should be established during the Demobilization phase, where ex-combatants can be referred to support services. This should include preparing systems for: health screening (including psycho-social support) employment opportunities (self-employment, SME, public works) access to VET (including apprenticeships, small business/credit training), by ex-combatant group (special focus on specific groups) access to BDS access to grants/credit/pensions (as applicable) monitoring and tracing services (reporting on employment impact for ex-combatants	o Within the reintegration programme implement: i) health screening ii) access to grants/credit o External referral to: i) employment opportunities ii) Business development services iii) Education, training services

[18] Adapted from Operational Guide to the IDDRS, Module 4.30 (United Nations, 2006)

Chapter 4. Socio economic reintegration: Assessment and programmes M&E

This chapter will

⇒ Outline the assessments needed to facilitate socio-economic reintegration programming.

⇒ Clarify necessary steps to prepare a reintegration programme including assessments, a monitoring and evaluation mechanism, a programme implementation plan.

4.1. Assessments

The cornerstone to early planning for socio-economic reintegration is to conduct rapid but reliable assessments. The challenge is to balance the "quick" with the "comprehensive". At the start of the peace-building process, achieving fast results will be the priority. It is important to consider phases in the process of data collection and analysis, and gradually move towards more thorough methodologies that become more participatory and are included in LER implementation.

During the pre-peace accord planning, Post-Conflict Needs Assessments (PCNA) will be carried-out by the UN Development Group (including the World Bank), in collaboration with the national government. The aim of the PCNA is to shape the short-term (12-24 months), medium-term (24-60 months), and long-term (5-10 years) recovery priorities. PCNA missions should include specialists on socio-economic reintegration and employment creation.

Traditionally, reintegration funding has come from voluntary donor contributions (UN member states) and World Bank grants and loans (for example, the MDRP). PCNA are, however, a key component of the resource mobilization framework for DDR and, as advocated in the *UN Policy for Post-Conflict Employment Creation, Income-generation and Reintegration*, such missions should collect data on (i) labour market assessments and (ii) institutional capacities, to ensure adequate funding and strategic treatment of employment creation for reintegration from the outset.[19]

[19] The 2007 PCNA Review recommended that labour market conditions should be considered a critical cross-cutting issue. See UN/World Bank/PCNA Review: *In support of Peacebuilding: Strengthening the post-conflict needs assessment* (UNDG, January 2007).

To facilitate an effective programme design for socio-economic reintegration, information should also be collected on (i) conflict and security, (ii) profiles of beneficiaries and (iii) assessments for the Local Economic Recovery process. Together, these assessments will help to provide basic information needed to collect baseline data required for monitoring and evaluation.

Conflict and security analysis

Detailed guidance on how to conduct a conflict and security analysis can be found in the IDDRS. Below is a summary of key elements to address socio-economic reintegration planning. A conflict and security analysis should, where possible, start before peace negotiations, and make use of existing information.

Conflict generally aggravates tensions between ethnic and religious groups. Warlords commonly use ethnicity to mobilize groups to inciting violence. Interventions by international organizations in this context are never completely neutral. Assistance programmes, even if explicitly aimed at all groups of society; carry the risk of reinforcing tensions between opposing groups.

Box 4.1 Example from Northern Liberia: more harm than good?

In 1996, a vocational training programme for ex-combatants and returning refugees attracted members of one ethnic group only, even though two groups were living in the region. After a detailed assessment, it became clear that the absent ethnic group was being kept out by the other through threats and violence. The group attending the courses consisted of farmers who wanted to start their business, while the absent group comprised of traditional business people in the region. Tensions between the two groups rose due to the project, and the implementing international organization did not address this, due to a reluctance to get further involved in issues of ethnicity.

Conflict analysis is an important basis for determining interventions and, in particular, for determining beneficiaries. Before planning reintegration programmes, it is thus crucial to assess: (i) the social, economic and political relationships between different ethnic and religious groups of ex-combatants; and (ii) the potential impact of the programme on these groups.

Table 4.1. Conflict and security analysis for socio-economic reintegration

Analyze mechanisms of social exclusion at the community, regional and national levels	o Discrimination rooted in religion, ethnicity, age, gender, disability etc, is often a structural cause of conflict o Analyze and differentiate structural, proximate causes, and triggers, of why children, youth, women and men join armed groups, by: iii) Interviewing ex-combatant groups iv) Analyzing international, regional and local 'conflict actors' who significantly influence the recruitment of combatants o Analyze power and resource relationships before, during, and after the conflict. Apply a gender analysis
Assess security context for planning reinsertion and socio-economic reintegration	o Examine Security Sector Reform (SSR) measures that can facilitate: v) Rapid Employment Impact Projects during the reinsertion phase vi) Locations and phasing of long-term community-based reintegration programmes o Analyze and monitor the peace agreement (opportunities

	and threats for community-based reintegration) o Analyze and monitor 'conflict actors' at the community-level, and their power to control violence over groups (e.g. children, youth, women)

Profile surveys of beneficiaries

Profiling ex-combatants can be conducted through a pre-registration sample and then a later more comprehensive registration profile survey. Profiling ex-combatants is a sensitive issue, and needs close co-ordination between NCDDR actors, (for example, Ministries of Education, Labour) UN peacekeeping and (national) army units.

Pre-registration Sample

By the time registration for demobilization takes place, it may be too late to begin planning reinsertion and reintegration assistance. A sample of potential beneficiaries should, therefore, be identified – if possible before disarmament – to provide an early assessment for relevant reinsertion and reintegration programmes. Data to collect for this sample will include: the demographic composition of beneficiaries, education and skills, special needs, areas of return, expectations, and security risks.[20]

Registration Profile Survey

Comprehensive profile surveys at demobilization will help to identify education and training needs to improve ex-combatants' employability. A standardised questionnaire collecting quantitative and qualitative data from ex-combatants should be designed to gather information on background, skills and competencies[21], health status and special needs. This questionnaire can be supported by conducting qualitative profiling: assessing life skills and skills learned during armed service (leadership, driving, maintenance/repair, construction, logistics), which their record often does not reflect.

When conducting profile samples and surveys, it is important to:

⇒ Identify early the needs of specific groups, as they will need special support (and may otherwise turn into "spoilers").

⇒ Not discuss reintegration options with beneficiaries before labour and local economic assessments are completed.

Psycho-social analysis

Ex-combatants who suffer from trauma, depression, anger, and anxiety or are addicted to drugs or alcohol will find reintegration particularly difficult. Therefore, psycho-social assessments should be conducted to improve community reintegration. It is important to use data from the health questions in the profile survey as a basis to learn more about ex-combatants' psycho-social needs.[22]

[20] Section 5.2 in the IDDRS 4.30 provides further guidance for this sample.
[21] Skill is a (usually learned) ability to perform actions. Aptitude is a natural skill. Competency is an ability to perform a fully identified labour activity successfully.
[22] Psycho-social needs should be assessed during health screening at encampment sites, and monitored from Interim Care Centres (ICCs), VET Centres, and during community reintegration. International agencies (WHO Mental Health Unit, UNICEF, specialised NGOs) should co-ordinate this, in consultation with the Ministry of Health, health workers, and veterans' organizations.

Labour market assessments

Since post-conflict reconstruction and the reintegration of ex-combatants depend on employment opportunities, an early analysis of the labour market needs to be conducted. Clearly, this will take place in different phases. Rapid assessments for the PCNA will include macro-level socio-economic profiles and opportunity mapping. These assessments should be regularly updated, and resources for this should be planned accordingly. It should be underscored that ultimately labour markets can only function well if they are supported by LMI systems. Therefore, capacity building for developing such systems should be gradually built into reintegration programmes.

Labour market assessments consist of two elements: (i) A socio-economic profile; (ii) Opportunity mapping of potential employment and services.

Socio-economic profile

Analyzing the more generic economic and social variables at national-level can be done quickly, at low cost, and should be part of the pre-peace accord planning for PCNA. Firstly, research methods should make use of existing sources. Secondly, rapid assessments can be conducted for mapping opportunities in areas of return or resettlement and for designing and implementing Rapid Employment Impact Projects.

For the PCNA socio-economic profile, research should make use of existing sources:

(i) Conduct a desk review of statistics before the conflict. For example: previous population censuses, household-based labour surveys, school attendance and enrolment, registrations of job seekers can be compared with the reality of the post-conflict context. The latter should include explicit analysis of the labour markets, which has often been left out.

(ii) Where archives and libraries have been destroyed, international community sources (UN Statistical Division, or ILO libraries) and statistical offices of neighbouring countries (who may hold courtesy copies of statistical publications) should be consulted. These should be analyzed carefully within the post-conflict context.

(iii) Consult other assessments completed by humanitarian agencies, donors, the EU, UN agencies and the World Bank.

Table 4.2. Elements of a socio-economic profile

⇒	Use existing information and knowledge to analyze the pre-conflict economy
⇒	Assess both demand and supply elements of employment
⇒	Quick Assessments on overall macroeconomic situation and key sectors of employment, productivity, use of technologies, loss of jobs, and impact on livelihoods
⇒	Informal vs. formal economy employment and its distribution for different population groups
⇒	Wages or earnings (and differences between women and men)
⇒	Existing infrastructure network, for example, roads, bridges, railways, canals, water supply and sanitation systems, housing, education and health facilities
⇒	Trade and the movement of goods
⇒	Gender segregated labour force figures and figures for labour market demand and supply
⇒	Child labour practices
⇒	Concentration of specific groups

Opportunity mapping

Opportunity mapping should be carried out by taking the following issues for consideration:

⇒ Estimates of the number of jobs that will be created by the DDR programme itself (for men, women, unemployed youth, ex-combatants, and other specific groups);
⇒ Programmes for reconstruction and recovery, providing basic infrastructure and social inclusion;
⇒ Current needs of businesses, including skills needs;
⇒ Risk of socio-economic exclusion of specific groups, such as women, youth, ethnic minorities and people with disabilities, and
⇒ Child labour practice.

Opportunity mapping should be done in consultation with various stakeholders, such as different target groups (for example, women's groups, youth associations), community-based organizations (co-operatives, NGOs), decision-makers at the meso-level that can act as 'agents of change' and facilitate programme implementation, labour market actors (for example, employers' and workers' organizations, employment services, relevant Ministries) and relevant international agencies.

Opportunity mapping can be done by using the following methods:

⇒ Mapping Rapid Employment Impact Projects (REIPs)
⇒ Mapping areas of return or resettlement
⇒ Key Informants Approach and Survey (KIA/KIS)

Mapping Rapid Employment Impact Projects (REIPs)

The ILO's Rapid Employment Impact Projects (REIPs) include immediate reconstruction of small infrastructure or income-generation activities, and assessments for these can start even before disarmament. REIPs can be implemented once a protracted ceasefire is in place, or where locations are secure (despite other regions formerly in conflict, as in Northern Uganda). It is important to get local communities involved as early as possible to determine their own needs. Successful REIPs can mitigate community tension, while delivering tangible results and improving credibility of UN agencies.

Mapping REIPs should be done in consultation with various stakeholders, such as community groups and organizations, local government, line ministries (for example, Ministries of Planning, Finance, Public Works, Labour, Health, Education), employers' and workers' organizations and relevant international agencies.

Labour-based programmes require advance planning and should include adequate provision for capacity-building to institutions and actors.

Table 4.3. Employment impact projects and options

Mapping REIP's	Options
Infrastructure needs with immediate economic benefits	o Debris and garbage removal o Sign painting o Routine maintenance
Social benefits for receiving communities	o Access to services such as schools, health centres, roads, bridges
Environmental benefits	o Waste and garbage collection
Estimate labour supply (ex- and non-combatants) and training needs	o If possible, mainstream ex-combatants with other community groups (for example, unemployed youth) o Examine requirements for short-cycle low-skills training o Examine potential cost per job created

Mapping areas of return or resettlement

Based on the information gathered from the initial pre-registration sample of beneficiaries, this assessment could start during the disarmament phase, on the economic and social potential of locations that ex-combatants are expected to return, resettle and reintegrate into. Key elements that need to be included are:

Table 4.4 Mapping areas of return and resettlement – key questions

Demand	o What is the demand for goods and services in receiving communities? o What is the demand for labour (skilled, unskilled) for ex-combatants? o What are the potential sectors for new market growth and employment creation? o What should training courses offer, on the basis of the demand for skills identified? o What appropriate school, training and employment opportunities are there for former child combatants, young ex-combatants, female ex-combatants, disabled ex-combatants and other specific groups? o What other war-affected groups are present, or will return in the area? o Can the community-based reintegration programme include their needs?
Services	o What are the existing locally available resources (people, equipment, materials)? o What are the direct (and indirect) benefits from local procurement? o What infrastructure (public/private) is available to provide employment/training services? o What support is required to upgrade services that are essential for reintegration?

Key Informants Approach and Survey (KIA/KIS)

The ILO's Key Informants Approach and Survey (KIA/KIS) is a method of rapid appraisal of a regional or local labour market, and is a practical instrument to collect information on employment opportunities and to design income-generation programmes.

KIS can start during disarmament and is mainly a source of qualitative employment data-collection based on perceptions of individuals in local communities. The KIS is based on two premises:

⇒ Public and private actors (business people, officials, farmers, teachers, village leaders, employers' and workers' organizations) possess an intimate knowledge and understanding of: the local economy, employment and market opportunities, and often constitute an untapped source of valuable knowledge and expertise which can provide information to supplement conventional sources of information and data.

⇒ There are some areas, such as the informal and rural sectors, for which conventional information is generally lacking, as it is inherently difficult and costly to collect through normal standard methods. Informal approaches – tapping knowledgeable persons in the economic sectors of interest – are often the most inexpensive and effective means to obtain labour market information.

In both cases, information collected through knowledgeable persons – through KIs – can be pieced together. In a conflict-affected region, this may be the only significant source of labour market information available.

Information obtained from KIs can be used primarily to:

⇒ Identify locally expressed needs for specific employment creation activities

⇒ Detect local problems and constraints, such as equipment and credit which obstruct the development of local employment potential

⇒ Elaborate, interpret and update employment and unemployment data from other sources

⇒ Identify target groups more precisely in the labour market

⇒ Identify and explain imbalances in local labour markets, such as shortages of skills and related training requirements

⇒ Monitor the impact of existing programmes on the local employment structure

⇒ Identify the scope of and priorities for planning employment creation, especially public works programmes

Institutional capacity assessments

As advocated, it is recommended to engage donors early to provide funding for capacity-building of education and training systems. It is essential that the PCNA mission collect data on institutional capacities to ensure adequate funding and strategic treatment of institutional capacity-building from the outset. The design of reintegration programmes will depend on the identification of relevant education, training, employment, micro-grant and other business development opportunities and services in areas of return. It is also important to have a clear understanding of what might be available, in order to manage the expectations of combatants. DDR programmes usually create an enormous demand for training. With this in mind, it is especially important to assess the needs and limits of existing and potential markets.

Local Training

Institutional capacity assessments could start with an analysis of potential sectors for realistic employment creation and absorptive capacity before assessing local training institutions. Mapping local training institutions should be done in consultation with stakeholders, including line ministries (for example, Ministries of Labour, Employment and Education, in particular a department of vocational training and education, employers' and craftsmen organizations, private sector training providers, international agencies).

Apprenticeships

In conditions where formal systems have been destroyed, traditional apprenticeships can be an immediately available provider of skills for the local labour market. Practitioners should consider organizing discussion groups with key stakeholders to examine results of existing apprenticeship systems and how to adapt them for ex-combatant groups. Key stakeholders to consult include employers' and craftsmen organizations, business associations, Chambers of Commerce, line ministries (for example, Ministries of Labour, Employment and Education, in particular a department of vocational training and education).

Assessing capacities to deliver services

Assessments can start during peace negotiations, and practitioners should consider how to revive local and national institutions, rather than building parallel systems.

Table 4.5. Assessing capacities to deliver services

Analysis	Assessment criteria
Assessment of local training	o Need for short-term low-skills training for REIPs o Entry requirements (qualifications, literacy and costs) o Capacity of training providers (quality and quantity of training) o Level of communication and coordination mechanisms between training and employment institutions o Quality standards and national course certification (certification issues and employability of trainees) o Communication and coordination with other labour market actors (credit,

	business training institutions, business development services) o Accessibility of providers and beneficiary group (for example, accessibility and women's needs) o Monitoring, evaluation, and tracing services
Assessment of apprenticeships	o Quantity, quality and results of pre-conflict apprenticeships o Traditional practices and regulations of apprenticeships o Identification of current and potential new trades o Absorptive capacity of new craftspeople o The quantity and quality of master-craftsmen o Willingness of employers to accept beneficiaries (by group, for example, disabled ex-combatants) o Working conditions, rights and protection issues o Adaptations needed to fit ex-combatants' needs (by beneficiary group) o The modalities of transmission of skills o Monitoring and tracing
Assessment of labour market actors (for example, employment services, credit institutions, line ministries)	o Extent and quality of pre-war services o Destruction of premises, and costing of the essential needs to function o Decline in human resource, and numbers of staff (female and male) required o Resources available to assist with capacity-building from the wider reconstruction and recovery budgets o Local (and international actors) to assist in capacity-building

Table 4.6 Mapping assessments for socio-economic reintegration

<table>
<tr><th>Intervention phases*</th><th>Pre-peace Accord Planning</th><th>Disarmament</th><th>Demobilization</th><th>Reinsertion</th><th>Reintegration</th></tr>
<tr><td>Conflict & Security Analysis</td><td>PCNA</td><td></td><td></td><td></td><td></td></tr>
<tr><td>Profile Survey of Beneficiaries</td><td>Pre-registration sample</td><td></td><td>Registration Survey</td><td></td><td></td></tr>
<tr><td rowspan="2">Socio- economic profile</td><td>PCNA</td><td></td><td></td><td></td><td></td></tr>
<tr><td rowspan="2">PCNA</td><td colspan="2">REIP assessments</td><td colspan="2"></td></tr>
<tr><td>Opportunity mapping</td><td colspan="3">Mapping areas of return/resettlement</td><td></td></tr>
<tr><td>Institutional Capacity Assessments</td><td>PCNA</td><td colspan="4">KIA/KIS
Employment/training assessments</td></tr>
</table>

* Child DDR requires that the demobilization (or release) and reintegration of children be actively carried out at all times, even before a peace agreement is signed

4.2. Monitoring and evaluation[23]

[23] For further guidance on M&E, see *How to Guide: Monitoring and Evaluation for Disarmament, Demobilization, and Reintegration*, (UNDP, 2009).

It is crucial to incorporate monitoring and evaluation (M&E) from the outset of programme design, thus budget allocation for monitoring and evaluation activities should be made for this activity. The ILO has incorporated the M&E components in its results based approach to managing programmes.[24] Effective M&E can build essential capacity of national actors and improve programme sustainability. Practitioners should ensure that the national actors, such as a NCDDR and line ministries are given responsibility for designing and implementing M&E. M&E has been difficult in DDR programmes, and is usually focused on outputs, rather than outcomes. However, in order to assess longer-term impacts of reintegration programmes, M&E design should become more outcome-oriented.

The starting point for developing an effective M&E plan should be the clear agreement of the reintegration programme goal and expected outcomes and impact. Once these are defined, key indicators for assessing programme impacts must be designed and integrated into the programme document and work plan. The baselines for these indicators must then be measured before implementation can start.

Box 4.2 Key programmatic elements of successful reintegration

For successful reintegration, reintegration assistance should:

⇒ Take place in communities, through inclusive approaches, so that it can contribute to reconciliation: be implemented over a longer timeframe;

⇒ Have the assurance of necessary resources. This process is more expensive than quick measures but it is more effective and sustainable and thus ultimately cost effective. Funding commitments have to be adjusted and ascertained under the Early Recovery Frameworks, and that the connection from DDR to Early recovery must be ascertained, and

⇒ Apply an M&E framework using an impact-oriented, rather than output-oriented approach.

Developing indicators

Indicators should aim to measure performance in terms of outcomes and effectiveness in achieving programme goals. The main steps are:

⇒ Select the input, activity, output, outcome or impact that needs indicators.
⇒ Define the terms contained in the input, activity, output, and outcome.
⇒ Create indicators for the input, activity, output, and outcome.

Participation of stakeholders and beneficiaries

A community-based reintegration programmes can benefit from applying participatory monitoring methods, including focus group interviews and key informant interviews. In monitoring, it is essential to involve the active participation of stakeholders (community organizations, education and training providers, the private sector, ex-combatants associations, etc.) to improve quantitative and qualitative data collection. The participation of stakeholders and beneficiaries is also critical to ensuring local ownership and their commitment towards achieving programme objectives. In order to ensure positive impacts and sustainability of successful reintegration, it is important to involve them from the outset of the process.

Developing a Management Information System (MIS)

A well-functioning management information system (MIS) is a valuable management tool. Throughout programme implementation there is a need to register and monitor the target group beneficiaries, progress and programme effectiveness, and the utilization of programme funds.

[24] International Labour Office, GB.294/PFA/8/4, November 2005.

The system could also help to streamline and keep under control the various entitlements and support services provided to the ex-combatants, including (a) the payment of reinsertion packages when applied; (b) the provision of training and employment support; and (c) any other follow-up work and special assistance required.

Usually a MIS comprises a number of integrated databases which are linked to each other, as follows:

- ⇒ A database on basic information of the ex-combatants including professional background and expectations:
- ⇒ A database on employers, training providers, training contracts and training courses offered to the ex-combatants, including the artisans taking on ex-combatants as apprentices;
- ⇒ A database on training and employment/self-employments records of the ex-combatants and follow-up results;
- ⇒ An accounting module on payments of the reinsertion package, training expenditures and employment subsides to the ex-combatants; and
- ⇒ A database on the programmes' financial flows.

Furthermore, an MIS tracks statistical data on beneficiaries is a crucial tool in helping to gather baseline data and monitor implementation progress, while avoiding duplication of assistance to beneficiaries. Baseline data should include economic, social and security conditions in areas of ex-combatants' return. Each data should be disaggregated by sex and age to facilitate evaluation of impact on vulnerable groups.

A confidential beneficiary database is an essential MIS tool. For example, the World Bank's MDRP beneficiary database in Burundi allows programme staff to track all the reintegration benefits received by an individual, including: reinsertion payments, education benefits and follow-up visits by programme staff. The database also provides a basis for analysing, for example, trends across beneficiary groups by type of economic reintegration activities.

Monitoring

Monitoring focuses on the inputs (resources, staff etc.), activities and outputs (products and services provided). It is a continuous observation of progress (against the work plan) and data gathering exercise. It looks at what has been invested, done and produced and how we are supporting partners to achieve the objectives.

Three types of monitoring mechanisms and tools are recommended when designing reintegration programmes: (i) Reporting/analysis: analyzing documentation that provides information on progress, (ii) Validation: verifying whether or not the reported progress is accurate, (iii) Participation: obtaining feedback from partners and participants on progress and proposed actions.

Evaluation

The purpose of the evaluation is to assess which progress has the project made towards achieving its objectives. It focuses on the delivery of the outcomes (immediate achievements by partners). Evaluation also provides accountability to donors, national counterparts and beneficiaries. A systemic evaluation also contributes to garner organizational learning and lessons to improve ongoing and future reintegration programmes.

There are two types of evaluations: (i) Mid-term evaluations (focus on outputs and progress in outcomes) and (ii) Final evaluations at the end of the programme cycle (focus on outcomes and likelihood of impact).

Principles/ethics to be applied include:

- ⇒ Independence: (i) the avoidance of conflict of interest and (ii) the ability to retain independence of judgement and not be susceptible to pressure from any party to modify evaluation findings;
- ⇒ Impartiality: give a comprehensive and balanced presentation of strengths and weaknesses of the DDR programme being evaluated;
- ⇒ Transparency: Transparency and consultation with the major stakeholders shall be essential features in all stages of the monitoring and evaluation processes;
- ⇒ Disclosure: lessons from monitoring and evaluation shall be disseminated by establishing effective feedback loops to policymakers, operational staff, beneficiaries and the general public;
- ⇒ Stakeholder rights and interests: (i) minimize cultural intrusion, (ii) anonymity/confidentiality and (iii) omissions and wrongdoing;
- ⇒ Credibility: based on reliable data and observations, using sound methodology
- ⇒ Utility: should serve the needs of users.

Evaluation criteria include:

- ⇒ Relevance and strategic fit;
- ⇒ Validity of design;
- ⇒ Project progress and effectiveness;
- ⇒ Efficiency of resource use;
- ⇒ Effectiveness of management arrangements and;
- ⇒ Impact orientation and sustainability.

Evaluation questions translate the key evaluation criteria into specific issues to investigate. Deciding the issues should be a dynamic and participatory process with the key project stakeholders. Priorities of the project partners should be taken into account. To achieve this, it is also useful to undertake initial consultations before writing the ToRs. The ToRs for the evaluation should be developed in line with the above considerations.

Box 4.3 Evaluation ToRs: Structures and Procedure

Generic structure and content of ToRs

1. Introduction and rationale for evaluation
2. Brief background on project and context
3. Purpose, scope and clients of evaluation
4. Suggested analytical framework
5. Main outputs
6. Methodology to be followed
7. Management arrangements, work plan and timeframe

Generic procedure for preparing the evaluation ToRs

Step 1: Evaluation manager prepares first draft of ToRs after initial consultations with key stakeholders to determine scope.

Step 2: Draft ToRs are circulated for comments to key stakeholders (for example, project manager, main national counterparts, such as NCDDR and line ministries, field technical specialists, backstopping officer at HQ, evaluation focal point, the donor).

Step 3: As appropriated evaluation manager integrates comments into draft ToRs and finalises them.

Step 4: If there is one, responsible evaluation focal point approves the final ToRs.

Step 5: Copies of the final ToRs are sent to the same network of stakeholders who provided comments. One copy is sent to an evaluation unit in the agency implementing the DDR programme.

4.3. Implementation plan

An implementation plan has usually seven components: (i) planning; (ii) programme formulation; (iii) programme identification and selection; (iv) programme design; (v) programme implementation; (vi) monitoring and evaluation; and (vii) exist and follow-up plans. [25]

Planning

Planning involves examining programme environment by reviewing information including:

- ⇒ National training policy;
- ⇒ Discriminatory policies by target group (men, women, children, youth, people with disabilities);
- ⇒ Regulatory environment;
- ⇒ Policy environment (for example, micro-enterprise, private sector, trade and taxation);
- ⇒ Economic and employment demand assessment;
- ⇒ Adequacy of local/regional/national government employment and education/training institutions to implement tasks; and
- ⇒ Integration of task in national DDR and development plans.

Programme Formulation

Based on assessment results, a programme needs to be formulated based on the following factors:

- ⇒ Background/Justification;
- ⇒ Problem to be addressed (include institutional capacity building); and
- ⇒ Inputs (finance and human resources).

Programme Identification and Selection

An implementation plan needs to identify the following issues:

- ⇒ Target group;
- ⇒ Programme area;
- ⇒ Institutional framework and structure for the programme implementation;
- ⇒ Technical feasibility; and
- ⇒ Financial procedures and disbursement measures.

[25] Adapted from Annexes 1-4, *Framework of Guidelines for the reintegration of demobilized combatants through training and employment* (ILO, 1996).

Programme Design

A programme design usually includes the following components:

- ⇒ Programme objectives, outputs, activities;
- ⇒ Participation of ex-combatants in design and implementation;
- ⇒ Criteria for selection of programme sites and works;
- ⇒ Selection of project sites and prioritization;
- ⇒ Engineering specifications and environmental concerns; and
- ⇒ Training component if applicable.

Programme Implementation

The following is a typical set of activities for programme implementation:

- ⇒ Conducting surveys;
- ⇒ Institutional capacity-building;
- ⇒ Contracting implementing partners;
- ⇒ Training of trainers;
- ⇒ Conducting training (includes: needs assessment, skill activities, supervision and control of technical standards during and after implementation);
- ⇒ Providing support services, equipment, financial support to implementing partners and the beneficiaries;
- ⇒ Creating linkages with complementary programmes in area; and
- ⇒ Promoting the private sector participation.

Chapter 5. Socio economic reintegration programmes

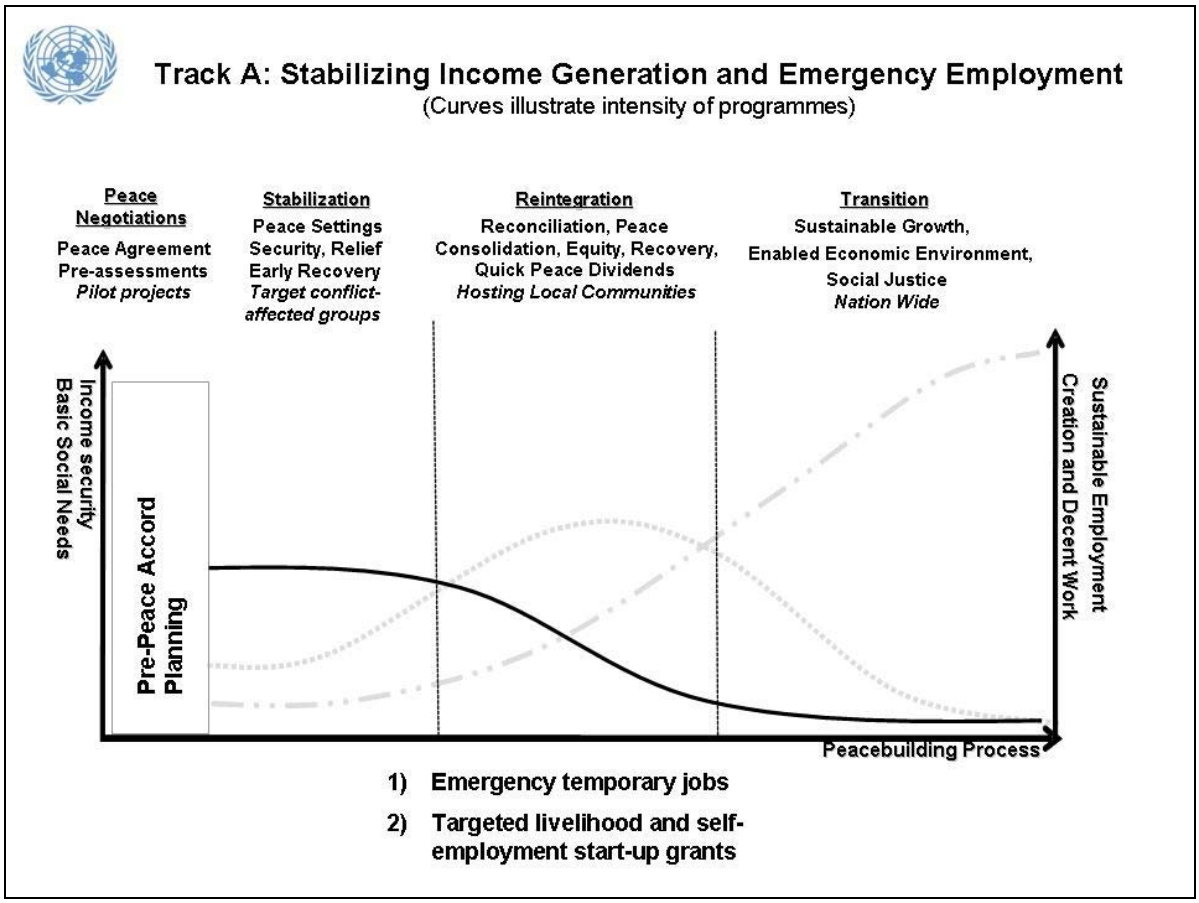
This chapter will

⇒ Show the different types of interventions available for reinsertion and reintegration programmes.

5.1. Reinsertion programmes

Ultimately, reinsertion programmes should act as a foundation for longer-term community reintegration. These programmes and projects aim to provide immediate job opportunities in order to effectively support ex-combatants and communities earning their livelihoods. The key here is quick action that follows the demobilization to provide an alternative to belonging to armed groups. These projects and programmes aim to the stabilisation and reconciliation of the post-conflict society and correspond to the beginning of the curve representing the Track A of the *Post-Conflict Employment and Reintegration policy*.[26]

[26] See also Box 1.4: UN Policy for Post-Conflict Employment Creation, Income-generation and Reintegration.



Delays in providing basic needs packages have frequently led to frustration amongst demobilized combatants, and a return to violence. To mitigate this risk, practitioners should consider:

⇒ Providing timely 'first assistance' packages to help ex-combatants settle and cover the basic needs of their households;

⇒ Planning at the early stages to secure short-term employment for both ex-combatants and communities members through labour-intensive QIPs for communities with high economic and social value;

⇒ To the extent possible, preparing reinsertion measures so that they can effectively be considered a first phase of reintegration. Place more emphasis on measures that prepare ex-combatants for the labour market, such as life skills, core work skills, counselling, etc; and

⇒ Making use of this targeted assistance as an opportunity to start rebuilding institutions which can, during reintegration, be further upgraded and used for larger target groups, including ex-combatants. In particular, employment services and training institutions require simple but immediate investments to make them functional and to prepare them for larger use during reintegration assistance.

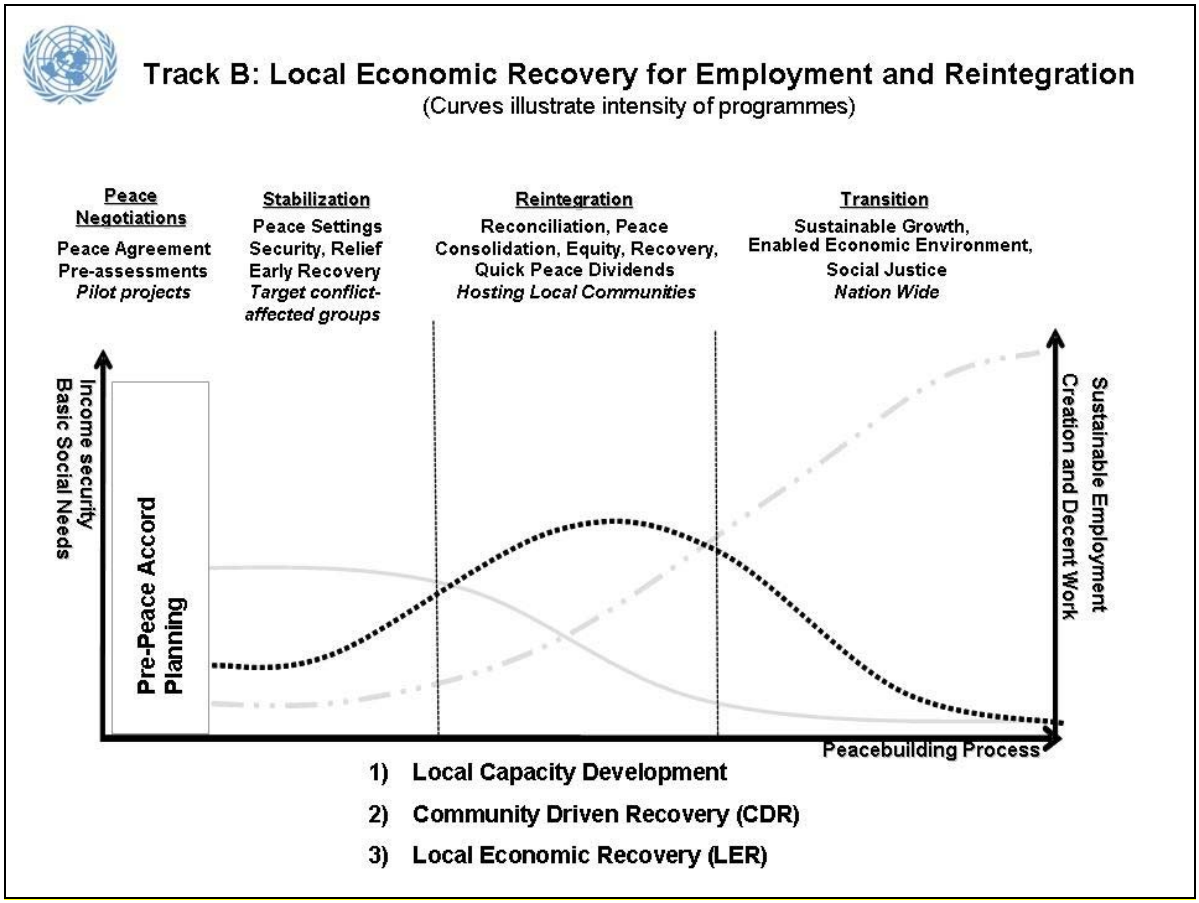
Toolbox 5.1. Reinsertion interventions	
Provide 'first assistance' packages to cover immediate needs of ex-combatants	o Cash allowances (as used on MDRP programmes in Angola, Burundi, DRC, Rwanda and Uganda), serve as efficient supplements (or possible alternative) to in-kind entitlements. By either - (i) standardized across all ex-combatants, or (ii) iered according to length of armed service, rank, settlement location, injuries/disabilities. o Cash payments must be carefully considered within the context to avoid reinforcing social tensions between groups.

	o Reinsertion kits: food, clothes, transport, shelter, and access to medical services. All resources should be bought or made locally to boost local economies/businesses.
'First-line response': establish short-term, labour-intensive employment for ex-combatants	o Labour-based, 'cash for work' QIPs can include: i) Short-term projects around communities, refugee/IDP camps that offer useful income-earning opportunities, (for example, waste removal), ii) Longer-term programmes to restore infrastructure and essential services: rebuilding VET centres, schools, health centres, roads, de-mining, transportation, and land-cultivation. o QIP are a useful tool at the initial stages, but even these could be implemented, respecting basic standards and using quality approaches. o If the context allows, civilians (for example, unemployed youth, women's groups) should be included with ex-combatant groups to mitigate exclusive targeting, and increase trust-building and reconciliation. o Including 'on-the-job' training, such as specialist training in masonry or welding, can be combined with literacy, numeracy and life skills classes, and greatly enhances demilitarization and reconciliation. o Further VET training can be provided to those ex-combatants who show the motivation to establish local SME, SHOs for the reconstruction and maintenance of public works.
Enabling entrepreneurs to restart business or self employment	o Provide seeds and tools packages for farmers. Where possible already establish community linkages for self-employment, SME and SHO (co-operatives) through business start-up packages: for example, basic tool-kits and seeds, livestock, on-the-job specialist training. o Provide operational short term support to 'professionalize' these groups, for example, VET, literacy and numeracy training, management training, revolving loans, access to BDS etc. o Sensitizing local actors within communities on the importance of integrating ex-combatants into SME, local reconstruction companies, self-employment, or co-operatives.
Training: Test-pilot stage of training, 'first-line response', could include the following projects	o Rural sector: 12-24 week training programmes that build on existing experience from NGOs on the ground, using revived local government training institutions where possible. Training programmes can include: labour-intensive, community-based socio-economic reconstruction and rehabilitation works, with basic education, life skills and small business training. o Urban, informal sector: 24-36 week training programmes that focus on apprenticeships and small business/credit training from local entrepreneurs, who act as the trainer-motivator. o Urban, formal sector: 36-38 week accelerated training programmes for technical and management-related employment in the formal sector. o Based on responses from target groups and the agencies involved in training and employment, an evaluation can be produced that can prove useful for guiding larger (and longer) training programmes that follow.

5.2. Reintegration programmes

Rebuilding communities through local recovery provides opportunities to address root causes of conflict and facilitate longer term reconciliation. Employment and reintegration programmes and projects in Track B focus on promoting employment opportunities at the local level, where reintegration of ex-combatants and other returnees principally takes place. Key programmes include local capacity building, community driven recovery and local economic recovery. The

curve below represents Track B of the UN Policy for Post-conflict Employment Creation, Income-generation and Reintegration.[27]



Labour-based approaches to reintegration[28]

ILO comparative studies have repeatedly demonstrated that without compromising the quality of infrastructure, labour-based approaches to reintegration that utilise local labour and resources: (i) are up to 50% cheaper than equipment-intensive operations; (ii) reduce foreign exchange requirements by 50-60%; (iii) create up to 3-4 times more employment for the same investment (iv) are thus cost-effective, especially when social benefits to communities are considered.

An important distinction is that such labour-based programmes are no longer just for ex-combatants. Instead they become a strategy for job-creation which starts with a policy choice for labour intensive investments and a tool for reconstruction in area-based approaches, as well as a tool for reconstruction as they get operationalised through national and local level programmes.

[27] See also Box 1.4: UN Policy for Post-Conflict Employment Creation, Income-generation and Reintegration.
[28] http://www.ilo.org/public/english/employment/recon/eiip/index.htm

Toolbox 5.2 Developing labour-based programmes

Need for clear objectives	o Labour based programmes work best if they emphasise three mutually-reinforcing goals: (i) labour-intensive employment creation; (ii) public infrastructure construction; (iii) local capacity-building
Careful selection of infrastructure work and coordination	o Roads, bridges, railways, canals, water supply and sanitation system, housing, schools, hospitals, clinics; restoring the natural resource base (land, irrigation, forest, water), and drinking water/irrigation schemes can contribute directly to economic recovery as employment and income-generators (and services, markets, and goods that support this sector), while reducing poverty. o Choices of technology are important for engineering and economic considerations. Estimating labour and other inputs required (material, tools, equipment). o Setting-up a selection board which includes the main ministries and local governments involved to identify and screen projects on defined criteria. o National infrastructure ministries and participating communities are typically involved in planning and implementing such programmes, alongside the UN agencies and World Bank.
Ensure local ownership	o It is important to leave autonomy for local implementation, (contracting and maintenance to local companies/enterprises and community associations) using locally available resources. This also involves: o Exploring the availability of labour and (where needed) fix a quota for ex-combatants' participation, and sensitize the community to select a fair share of labourers, and arrange training efforts. o Ensuring integrity to their design is that labour-based programmes build capacities for individuals and communities: developing on-the-job training, technical skills (planning, negotiation), while empowering individuals and women's groups. While not specific for ex-combatants, their participation can, if a given context requires so, be included on a priority basis. Being mindful of the need not to make a too clear distinction between them and the rest of the community, their participation in such programmes emphasizes their positive societal roles as 'rebuilders', and facilitates community participation and social acceptance, (mitigates causes of conflict), builds trust, consensus, and social cohesion. o Setting up a registration system for labour demand and supply (and emergency employment services where none exists). o As part of organization building, consider introducing community contracting and local participatory planning (through the Integrated Rural Accessibility Planning – IRAP) with the focus on building community consensus and trust.
Planning of programmes must start early and should include capacity building	o Effective planning for labour-based works should start early to avoid delays in implementation. This includes but is not limited to making arrangements for capacity-building. o Capacity-building for local contractors and labourers should be planned carefully and, to the extent possible, utilize local training centres/resources, or at least gradually introduce this element. o Developing SME/small contractors: Training for local contractors should be considered, and assistance in developing appropriate contracting and business procedures, cash-flow and initial support in credit and equipment. o Training foremen and supervisors: assess how training to ex-combatants who can manage parts of the project can be included. Examine how skilled workers can be further strengthened (for example, certification). o Examine how to provide short-term (on-the-job) training to workers and suppliers from ex-combatant groups and communities. This could include specialist training (masonry, welding, concrete/iron-work), while developing their managerial

	capacity. Literacy, numeracy, and life-skills can be taught in special classes, and further vocational and specialized skills training to those who show the motivation to establish local maintenance or construction crews. o Adequate provisions for work-related injuries (including compensation) must be made available in accordance with international labour standards.
M&E of employment impact needs to be built in	This includes but not limited to: o Determining the intended job-creation impact at the design stage. o Conducting baselines prior to commencement. o Environmental impact assessments and environmental monitoring should be a necessity, alongside an assessment of risks, and sustainability of the programme. Employment impact assessments should be carried out after the programme.

Table 5.1. Key criteria to select and implement labour-based projects

Conflict-related factors	o Prioritising projects to rebuild vital networks and services, demobilized soldiers and other groups (IDPs), roads in secure areas for reconstruction activities, etc.
Economic feasibility	o The relevance of access over roads and railways or through airports, harbours, rivers and canals. o The potential for local agricultural and small industry development. o The availability of labour for the programme. o Setting adequate remuneration systems. o Employment potential and cost per job created.
Social criteria	o The participatory potential of local communities (focus on areas/workers where light equipment/tools are required, not heavy machinery). o The potential of setting-up community contracting systems. o The concentration of demobilized combatants in a specific region. o Very poor areas where employment creation would benefit a vulnerable population. o Communities willing and committed to labour-based infrastructure maintenance (a focus on integrated rural and urban access to basic services). o Special considerations to include women's groups and disabled ex-combatants etc.
Institutional criteria	o Availability of local government institutions and their capacity to organize labour-intensive works programmes. o Local governments may not have the capacity to organize/oversee planning and implementation, and a temporary parallel organization may be necessary. o Linkages with wider economic and social rebuilding activities.

LMI and employment services

While this assistance is often targeted during early days, first because of the high numbers of demobilized combatants, and second because of their specific needs for counselling and referral, this function needs to be widened for a much larger target group as soon as is possible. Hence, even though the provision of employment services starts usually as part of reinsertion assistance, in effect it represents a key service to facilitate reintegration for ex-combatants and for other groups. National, and preferably also local, employment services should be revived where this is possible. The important role of referral and guidance cannot be over emphasized.

Toolbox 5.3 LMI and employment services	
Establish Employment Services during the demobilisation period	This will enable combatants to register as soon as possible. Key actors will include: the military (discharge/reinsertion), public and private employment services, the Ministry of Employment, national/local employers' organizations, and international agencies.
Support the establishment of data bases	Setting up data bases on available job and training opportunities and profiles of the job seekers needs to be a priority.
Use different and appropriate communication channels	Different channels can be used to announce employment, education and/or training opportunities and services. These can be announced through local radio stations, notice boards in public places (local government offices, markets, community centres, places of worship).
Adjust usual counselling and referral services	Services need to be adjusted to attend specific needs of ex-combatants. This includes training employment counsellors to identify trauma and referring these clients to specialized psycho-social counselling. Establish links with other services between the DDR programme, referral agencies and welfare support networks.

Training

Education and training are highly empowering instruments. They are critical to improving employability, and even more essential for those who were unable to attend school because of the conflict. During the reinsertion stage, while training is targeted, reintegration support covers a wider array of war-affected groups, even though there can be quotas or special training packages and/or provisions to cater to special needs of ex-combatants or others. Ex-combatants should be integrated in civilian training programmes, where possible.

To ensure that training is market-led, profile assessments, and local economic and labour market analysis, which may be conducted hurriedly at the early stages, and become more systematic and comprehensive later on, are a prerequisite to any kind of training programme. The "pilots" used during reinsertion can, as appropriate, be expanded during reintegration. Training must be adapted to the region and the dominant economic sector in which skills are to be taught. It is also important that follow-up and evaluation are conducted to learn whether the trainees have managed to become self-sufficient.

As discussed below, four types of training are usually part of reintegration interventions:

- ⇒ Formal education
- ⇒ The classical institutional method in which students go to the teacher/trainer and meet in groups/classes
- ⇒ The small community method where teachers/trainers go to the students instead.
- ⇒ On-the-job training through an apprenticeship method in which one or more students learn while working with an experienced mastercrafts person or in a formal enterprise. Training should provide basic operational skills which are sufficient for entry into self-employment.

Toolbox 5.4 Education and training	
Formal and basic education	Education opportunities are essential for those who have not been able to attend school or had interrupted schooling, and facilitate access to vocational training programmes. Many young people, who have lived through the conflict, including ex-combatants, enter vocational training programme needing a thorough catch-up education support. For children affected by war, including child soldiers, formal education programmes, which

	provide strong social benefits in a supportive institutional setting, while adjusting to civilian life and opportunities to build social networks among peers, are usually most appropriate. For other specific groups, including ex-combatants, it is useful to combine basic education (literacy, numeracy) with life skills training (health, life skills, money management, core work skills). A combination of basic education with livelihoods training is more effective than accelerated learning programmes (ALPs) and attracting a higher interest of participants. Many ALPs do not establish functional links with daily work and living and are based on approaches applied to school children. o Education and training should be provided free, with subsidized books, transport and other costs. o While planning formal or basic education programmes, activities can include: o Collecting data from profiles of specific groups, including ex-combatants with the opportunity mapping of local training services. o Organising part-time basic education in existing institutions which have established curricula and can integrate ex-combatants into civilian classes (where possible). o Ensuring coordination with local VET providers to check students can combine basic education with livelihoods training. o Free child-care facilities must be established at all centres where young mothers attend. Child feeding should also be free of charge. o Considering how to facilitate courses for disabled or elderly ex-combatants. O Liaising effectively with actors engaged in education, such as a ministry of education, UNICEF and UNESCO.
Vocational Education and Training (VET)	VET plays a crucial role in increasing employability of war affected groups including ex-combatants, but only if programmes are led by market-demand, and lead to employment. DDR programmes have sometimes used VET as a means to "keep them off the streets", providing ex-combatants with skills that are not in demand. This has led to frustration and the re-recruitment of trained, but unemployed combatants. The following principles can be considered when planning VET: o Collect relevant data from the profile assessments of ex-combatants, skills providers, labour/economic assessments, and opportunity mapping of local services. o At the community level, open vocational training courses to local people with similar profiles and training needs. Reintegration, therefore, starts in the classroom. o Make vocational training objective based, modular and leading to direct employment or self-employment, where possible. o Ensure that programmes provide technical and financial support mechanisms (credit, training in management, tool kits, follow-up support services, etc.) for those trained, so they can set themselves up in self-employment. o Offer opportunities to combine part-time vocational training with basic or formal education. This requires more planning and flexibility (it can also double the number of places on morning and evening courses). o Include information and skills on how to secure employment. o Subsidise training with stipends, and food for training. o Successful students should be provided with official certificates that are recognized by national education authorities to improve their employability. o Ensure that the ILO oversees the overall VET process, in order to monitor the quality and proceedings of work. o Promote gender equality by being sensitive to the usual constraints faced by women. The lack of male labour and necessity of taking on male tasks during the conflict can ease the entry of women into formerly gender-restricted areas in the post-war period.
Rural, mobile, community-Based training methodologies	In post-conflict countries, the large numbers of new entrants into the labour market in the rural/urban, informal/formal sectors can sometimes be best served by establishing mobile training programmes which target rural artisans and entrepreneurs. By moving training to the people, programmes provide not only much-needed support to rural communities, but help stem the rural-to-urban migration. Furthermore, training in rural communities can contribute to the development of the apprenticeship system for which master crafts workers are trained to accept apprentices. It also may be less expensive to have short training sessions of a few days or weeks near the

	home communities of the students so that all ex-combatants can live at their homes and continue to be active (part time) in their work. The Training for Economic Empowerment (TREE) is a programme developed by the ILO and conceptualised under the principles of community-based training. The TREE programme has been used extensively in Pakistan and Autonomous Region in Muslim Mindanao Mindanao, the Philippines, and partly in Timor Leste and Aceh. The TREE methodology aims a) to identify (self-)employment and income generating opportunities at the community level for disadvantaged and specific groups, b) to design and deliver appropriate training programmes and c) to provide the necessary post-training support (for example, access to markets). o The approach differs from conventional vocational training programmes in the following two main ways: o By involving the local community and social partners directly in each phase of the identification, design and delivery process. o By facilitating the necessary post-training support, including guidance in the use of production technologies, facilitation of access to credit, assistance in group formation, etc to ensure specific groups can initiate and sustain income generating activities, and raise productivity in trade areas for which training was provided.[29]
Apprenticeships	Apprenticeships can provide large numbers of young war-affected people, including ex-combatants with quality training and locally recognized qualifications under master-craftspeople and local entrepreneurs. In contrast to formal training, informal apprenticeships usually do not require previous education. This training system can also compensate for the limited number of formal training places available. Since the private sector in most DDR contexts is only partly functioning, the SME sector should be seen as a major provider of apprenticeship opportunities. While this methodology will at first be used in a more rudimentary way (as the conflict has usually destroyed the institutional links and quality control), this should be gradually re- established. Apprenticeships can also be combined with a few training sessions, where the student follows a course in a specified institutional location for a few days at a time and spends most of the working time with his/her crafts master. The following elements should be considered when planning apprenticeship programmes: o Collect data from the profile assessments of ex-combatants. o Undertake a survey mapping the customs and rules that regulate informal apprenticeship, labour/economic assessments. o Review the quality and results of the existing partnership system. o Ensure that programmes reflect the local tradition of apprenticeships in the country to ensure sustainability. o Provide incentives, such as contracts in reconstruction efforts, to private sector actors with the pre-condition to take on apprentices. o Ensure that apprenticeship practices are in line with international labour standards. There is a risk that traditional apprenticeships can degenerate into cheap labour and exploitation. o Provide stipends to trainees so that they can sustain themselves and their dependants during their training. o Provide standard toolkits (that are normally distributed at training completion) to apprentices before they start training. This helps to increase the number of tools (a shortage of tools is often why masters cannot take students) and gives apprentices the opportunity to improve skills with their own tools. o Successful apprentices should be provided with nationally-recognized certificates to increase employability. o Design programmes to include small business and credit training (see below) and life skills. o Establish an effective monitoring system to follow-up on apprentices.

[29] See, *TREE Training Manual* (ILO, forthcoming).

SME support

Job-creation often entails self employment in micro or small enterprises. Much of private entrepreneurship depends on:

⇒ The quality of extension support services to enterprises, businesses and co-operatives;

⇒ The awareness of the what facilities and support services, business opportunities and credit opportunities exist, as well as access to information for community-based institutions (for example, credit access, business start-ups, support during enterprise development). This can be addressed through efficient referral services (this task can be undertaken by the employment services); and

⇒ Availability of short-term technical and business training, micro credit and self-help organizations, for specific groups, including ex-combatants.

Toolbox 5.5 Education and training	
Formal and basic education	Education opportunities are essential for those who have not been able to attend school or had interrupted schooling, and facilitate access to vocational training programmes. Many young people, who have lived through the conflict, including ex-combatants, enter vocational training programme needing a thorough catch-up education support. For children affected by war, including child soldiers, formal education programmes, which provide strong social benefits in a supportive institutional setting, while adjusting to civilian life and opportunities to build social networks among peers, are usually most appropriate. For other specific groups, including ex-combatants, it is useful to combine basic education (literacy, numeracy) with life skills training (health, life skills, money management, core work skills). A combination of basic education with livelihoods training is more effective than accelerated learning programmes (ALPs) and attracting a higher interest of participants. Many ALPs do not establish functional links with daily work and living and are based on approaches applied to school children. o Education and training should be provided free, with subsidized books, transport and other costs. o While planning formal or basic education programmes, activities can include: o Collecting data from profiles of specific groups, including ex-combatants with the opportunity mapping of local training services. o Organising part-time basic education in existing institutions which have established curricula and can integrate ex-combatants into civilian classes (where possible). o Ensuring coordination with local VET providers to check students can combine basic education with livelihoods training. o Free child-care facilities must be established at all centres where young mothers attend. Child feeding should also be free of charge. o Considering how to facilitate courses for disabled or elderly ex-combatants. O Liaising effectively with actors engaged in education, such as a ministry of education, UNICEF and UNESCO.
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Rural, mobile, community-Based training methodologies	In post-conflict countries, the large numbers of new entrants into the labour market in the rural/urban, informal/formal sectors can sometimes be best served by establishing mobile training programmes which target rural artisans and entrepreneurs. By moving training to the people, programmes provide not only much-needed support to rural communities, but help stem the rural-to-urban migration. Furthermore, training in rural communities can contribute to the development of the apprenticeship system for which master crafts workers are trained to accept apprentices. It also may be less expensive to have short training sessions of a few days or weeks near the home communities of the students so that all ex-combatants can live at their homes and continue to be active (part time) in their work. The Training for Economic Empowerment (TREE) is a programme developed by the ILO and conceptualised under the principles of community-based training. The TREE programme has been used extensively in Pakistan and Autonomous Region in Muslim Mindanao Mindanao, the Philippines, and partly in Timor Leste and Aceh. The TREE methodology aims a) to identify (self-)employment and income generating opportunities at the community level for disadvantaged and specific groups, b) to design and deliver appropriate training programmes and c) to provide the necessary post-training support (for example, access to markets). o The approach differs from conventional vocational training programmes in the following two main ways: o By involving the local community and social partners directly in each phase of the identification, design and delivery process. o By facilitating the necessary post-training support, including guidance in the use of production technologies, facilitation of access to credit, assistance in group formation, etc to ensure specific groups can initiate and sustain income generating activities, and raise productivity in trade areas for which training was provided.[30]
Apprenticeships	Apprenticeships can provide large numbers of young war-affected people, including ex-combatants with quality training and locally recognized qualifications under master-craftspeople and local entrepreneurs. In contrast to formal training, informal apprenticeships usually do not require previous education. This training system can also compensate for the limited number of formal training places available. Since the private sector in most DDR contexts is only partly functioning, the SME sector should be seen as a major provider of apprenticeship opportunities. While this methodology will at first be used in a more rudimentary way (as the conflict has usually destroyed the institutional links and quality control), this should be gradually re- established. Apprenticeships can also be combined with a few training sessions, where the student follows a course in a specified institutional location for a few days at a time and spends most of the working time with his/her crafts master. The following elements should be considered when planning apprenticeship programmes: o Collect data from the profile assessments of ex-combatants. o Undertake a survey mapping the customs and rules that regulate informal apprenticeship,

[30] See, *TREE Training Manual* (ILO, forthcoming).

	labour/economic assessments. o Review the quality and results of the existing partnership system. o Ensure that programmes reflect the local tradition of apprenticeships in the country to ensure sustainability. o Provide incentives, such as contracts in reconstruction efforts, to private sector actors with the pre-condition to take on apprentices. o Ensure that apprenticeship practices are in line with international labour standards. There is a risk that traditional apprenticeships can degenerate into cheap labour and exploitation. o Provide stipends to trainees so that they can sustain themselves and their dependants during their training. o Provide standard toolkits (that are normally distributed at training completion) to apprentices before they start training. This helps to increase the number of tools (a shortage of tools is often why masters cannot take students) and gives apprentices the opportunity to improve skills with their own tools. o Successful apprentices should be provided with nationally-recognized certificates to increase employability. o Design programmes to include small business and credit training (see below) and life skills. o Establish an effective monitoring system to follow-up on apprentices.

Toolbox 5.6 SME support	
Strengthening business development services	Often DDR programmes do not put a priority on BDS as they are considered too complex and appropriate for the development phase. While it takes time to re-establish markets, however, it is important to concentrate on the strengthening of BDS early on by considering key issues such as: o Early mapping and capacity assessments (see also institutional mapping under LER approaches). o How to mobilize local assets (local private sector actors, local service providers, small business associations, CSOs) to provide BDS extension services. o Increasing awareness on the importance of using BDS during referral services, VET, apprenticeships, and small business/credit training to ex-combatant groups. o Subsidizing government capacity-building (strategy formulation, training), rehabilitating local infrastructure and equipment. o Early and well-coordinated balancing of importance of these services with ensuring that ultimately they are market driven (that is, not spoiling the private sector orientation that these services ultimately have, and yet subsidizing it early on). o Training programmes for BDS providers; to provide them with existing tools such as ILO's SYB, GYB, GMT, GET AHEAD, VCAU.
Small business training	Starting up a business in an unstable economic environment where unemployment is high and job security low, and without much education or preparation, is not easy. To become successful: o War affected groups, including ex-combatants, need training and preferably follow up coaching support. As an early standard measure; small business training should be incorporated into all relevant VET and apprenticeship programmes. o Business training must be matched to the market needs and technical and financial options, considering the ex-combatant's education and the economic growth potential in a chosen sector. Training can include: basic money management, trading, small income-generation projects and the use of credit, to more advanced training in business development. o A possible tool to introduce is the ILO's Generate Your Business Idea (GYB), a materials-based training for potential entrepreneurs who want to develop feasible business ideas and Start Your Business (SYB), training programme which is a basic step-by-step approach on how to start a business. The programme aims to create local trainer capacity which then delivers SYB training to potential and existing

	entrepreneurs in the communities. SYB training can be too demanding for some small micro-entrepreneurs. In this case, a training course can be shortened and tailored for their specific needs. Where illiteracy rates are very high among former combatants, other tools can be used, such as Grassroots Management Training (GMT). o Be gender sensitive: It is important to allow participants to bring their children (especially young children) to the training, and/or organise childcare centres. This encourages parents of small children to participate in the training, especially in the case of widows.
Access to credit and micro finance	Credit is essential to activate self-employment, micro- and SME, and larger companies in the immediate post-war period. Private banking services will be inadequate and business collateral insufficient to support private credit markets. Grants and credit services can help establish new businesses such as horticulture, co-operatives, food stores, bakeries, and tea shops that can be managed by ex-combatants and their families. Credit also helps leverage aid-financed reconstruction activities. To fast-track access to credit services, practitioners must consider: o Providing "reconstruction grants" to communities. To help mitigate charges of unfair subsidies community groups should help determine priority infrastructure projects and should administer these grants. o Easing access to remittance services, especially in rural areas, lowering costs for money transfer services (for example, ICT), and encouraging their articulation with other financial services (especially savings and insurance) in order to expand poor people's options when they receive them. o When applicable, introduce guarantee funds, deposited in local banks, to guarantee loans to entrepreneurs (for example, ex-combatants) that might otherwise be deemed too risky. Community groups can help elucidate specific eligibility requirements and pre-screen loan applicants. o Targeting micro-credit to the most specific groups to mitigate the risk of socio-economic exclusion. o Once there is sufficient political stability and economic activity that can use more formal credit services, longer-term financial development programmes can be considered. o Education on credit services should be included in all self-employment training during reinsertion/reintegration programmes.

Cooperatives

A cooperative is defined as "an autonomous association of persons united voluntarily to meet their common economic, social and cultural needs and aspirations through a jointly owned and democratically controlled enterprise."[31] Cooperatives are a form of doing business, but they are unique in that the end goal of the business is meeting an autonomously identified, shared need of the members themselves. This need is not the same as a common identity or some common experience. Being a group of ex-combatants does not facilitate the formation of a cooperative on its own, but if a group can independently identify a shared need and agree on a mechanism to collectively work towards meeting it, then a cooperative may be successful. Cooperatives require managing a business and managing people. Identifying a shared need can facilitate overcoming any management hurdles, but getting a group of people to work together effectively is always difficult. Most cooperatives fail because of the protracted time taken to identify a common need and general management problems. Furthermore, forcing anyone to collaborate in a cooperative is destined to fail.

For ex-combatants, cooperatives may be a very accessible means of reintegration. Once a common need is identified, the two key components needed to start a cooperative enterprise

[31]See ILO Recommendations No. 193 (2002) Para 2 and International Cooperative Alliance: "Statement on the cooperative identity" adopted in Manchester, 1995.

are money and skills, but generally, minimal skills and money are required. Ex-combatants generally have some skills which could be exploited in a cooperative enterprise or upgraded to facilitate integration into already present cooperatives. Cooperatives should not be the basis of any reintegration strategy, though, without first taking account of some potential pitfalls.

As such, the role of the reintegration programme should be to facilitate and assist potential members of cooperatives by promoting their principles and linking them to existing cooperatives or other beneficial services. Ultimately, though, it is not the role of the reintegration programme to create cooperatives but individuals must come together independently. Similarly, if cooperatives or organizations of cooperatives are already present in a post-conflict country, imposing the integration of ex-combatants into existing cooperatives can cause these cooperative to fail and it does not necessarily provide for any genuine reintegration, and is a violation of the groups' human right to freedom of association. In short, reintegration programmes should avoid creating cooperatives and should not require any individual, ex-combatant or otherwise, to be a part of a cooperative.

Despite these challenges, two strategies to promote cooperatives may be particularly successful in post-conflict settings. Partnering with already present cooperatives to facilitate knowledge-sharing or allowing the direct integration of ex-combatants into cooperatives that seek to meet the individual's need could enhance the potential of a cooperative as a means of social and economic reintegration. Such partnerships were very effective in post-apartheid South Africa where some all-white cooperatives worked to integrate with and assist black South Africans, who faced social exclusion similar to what ex-combatants face, in the formation of new cooperatives. Alternatively, a new form of social cooperative, or multi-stakeholder cooperative, has proven successful with former prisoners in Italy. These multi-stakeholder cooperatives consist of individuals who have identified a shared, common social need, but municipalities, corporations, or other organizations which can help meet that need are also members of the cooperative. In this case, the identified need may be something which the group cannot help themselves to meet, such as trauma counselling, but through social cooperatives the group can gain access to external resources that can help them meet their common need.

Toolbox 5.7 Cooperatives[32]

Design and Management	o Assessments of the immediate integration opportunities through existing cooperatives should be made before the Demobilization phase as part of the labour market analysis. Operational support to cooperatives could start during the reinsertion phase and can be closely linked to the LER process. o Assistance to cooperatives should, where possible, be carried out by national or local partner organizations. o Sensitize ex-combatants to values about cooperatives, including self-help, self-responsibility, democracy, equality, equity, solidarity, voluntary and open membership; democratic member control; member economic participation; autonomy and independence; education, training and information; cooperation among cooperatives; and concern for community.[33] o Facilitate the identification of a common need among individuals interested in forming cooperatives. o Facilitate BDS provision and technical assistance (for example, access to credit) for cooperative enterprises. o Design appropriate management and administrative systems for cooperatives (legal status, bookkeeping, strategic planning, etc.), and adapt training programmes and materials. o Formulate policy advice so local development plans include cooperative development and establish a more conducive legal and institutional environment.

[32] See: Edgar Parnell, *The role of cooperatives and other self-help organizations in crisis resolution and socio-economic recovery* (ILO, 2001).
[33] ILO Recommendations No. 193 (2002) Section 1 Paragraph 3 a and b.

In post-conflict settings, there may be existing cooperatives and there are certainly legal frameworks for the formation of cooperatives. Reintegration programme managers should collaborate with and/or seek guidance from local cooperatives or national cooperative associations. If external assistance is needed, there are many resources accessible for information on cooperative organizations worldwide, and the International Cooperatives Alliance[34] is the primary source for any information regarding cooperatives or cooperative associations in any country or region.

Promoting Women's Entrepreneurship

Post-conflict environments present women with particularly difficult challenges. Widows and female-heads-of-household often lack access to property and businesses due to cultural norms limiting women's rights. Small businesses, where many women are employed, are often the most severely affected by economic downturns during crisis. In some situations, declining political participation and resurgent patriarchal attitudes jeopardize opportunities for women and lead to increased risk of sexual and other abuse. Women are marginalized after conflict, but they possess qualities that are vital for post-conflict stability, so promoting women's entrepreneurship should be a post-conflict priority.

Women's entrepreneurship development involves supporting them to overcome barriers in starting and running a business, which can be a result of their social and economic standing relative to men. Women entrepreneurs are less likely to be members of mainstream business associations where information on business and market opportunities are generated and shared. Furthermore, they are subject to discriminatory property, matrimonial and inheritance laws. Even where laws provide for their equal rights to property ownership, cultural practices often preclude women from gaining these rights. Without access to property, women entrepreneurs are unable to pledge collateral for bank loans, and thus are capital constrained in their growth aspirations.[35] Furthermore, for many women who are involved in businesses, their profits are marginal and the business provides for mere survival, not economic growth. It is, therefore, important to both empower women as entrepreneurs and create a business environment which allows equal economic participation between women and men.

In a post-conflict situation, these differences in social and economic standing may be greater than in more stable situations. For example, where resources are scarce, it is not unusual for men to have disproportionate access to or ownership of those resources, limiting women's participation in economic activities. Therefore, support for women entrepreneurs can:

⇒ Ensure women's participation in, and benefit from, micro and small enterprise development activities by ensuring inclusion in businesses networks and cooperatives.

⇒ Focus specific activities on women, such as business skills training courses for women only.

In addition to the constraints to starting and running a business in conflict-affected contexts there might be additional cultural challenges in promoting women entrepreneurs' activities.[36] Some of these are listed below:

⇒ Women entrepreneurs are part of a community of men and women. It is vital to ensure that male members of a community understand the benefits and are supportive of developing

[34] The International Cooperatives Alliance represents over 800 million cooperative members in over 85 sectors and shares a strong working relationship with the ILO. http://www.ica.coop/al-ica/

[35] ILO / AfDB Report, *Assessing the Enabling Environment for Women in Growth Enterprises* (ILO, 2007).

[36] ILO: *Employment for Peace. ILO Tools to Rebuild Conflict-affected Communities* (ILO, 2005).

women's entrepreneurship activities. This can be achieved through participatory workshops and working with partner organizations to inform and consult with male members of the community.

⇒ In many countries, numeracy and literacy rates among women may be lower than that of men. In post-conflict situations, schooling may have been very limited for women and these low levels of numeracy and literacy can mean some interventions, such as training, which have to be done alongside basic schooling or training techniques and must be adapted to a less literate target group.

⇒ Women's positions within communities can be lower due to local decision-making processes, male domination over resources and the threat of violence. It is important to take into account these types of gender relations when planning and implementing activities.

Women often have multiple roles within communities, and thus often have heavy workloads. Business ventures which do not take into account women's limited time to invest in entrepreneurial activities may become overly burdensome to them.

Green Jobs

In post-conflict economies, the immediate need for jobs could cause reintegration efforts to adopt quick and unethical solutions. This could occur in many forms, but given the particular threat of global climate change towards developing countries, the promotion of green jobs is critical to consider in post-conflict environments. *Post-conflict job-creation programmes provide an ideal environment to set long-lasting standards which will provide "triple dividends: sustainable enterprises, poverty reduction, and a job-centred economic recovery."*[37]

Ultimately, green jobs reduce the environmental impact of enterprises and economic sectors to levels which are sustainable. They contribute to reducing the need for energy and raw material, to avoiding greenhouse gas emissions, to minimizing waste and pollution, as well as to restoring ecosystem services like clean water, flood protection or biodiversity. Green jobs can be promoted in all economic sectors, rural and urban environments, and can be targeted towards the most vulnerable groups, including ex-combatants.

Box 5.1 Green Jobs for youth through solar power production

Jobs in installing, operating, and maintaining renewable energy systems tend to be more local in nature and can thus benefit other countries as well. Kenya, for example, has one of the largest and most dynamic solar markets in the developing world. In Nairobi, the Kibera Community Youth Programme initiated a simple solar PV assembly project, providing young people with employment and engendering considerable interest in emulating the success story in neighbouring countries. In Bangladesh, Grameen Shakti micro loans have helped to install more than 100,000 solar home systems in rural communities in a few years, with a goal of 1 million by 2015. Grameen is training local youth and women as certified solar technicians and as repair and maintenance specialists, hoping to create some 100,000 jobs.

Source: Green Jobs: Towards Decent Work in a Sustainable, Low-Carbon World, UNEP joint Green Jobs Initiative, September 2008.

The promotion of forward-thinking government policies which provide a regulatory framework in promotion of a green economy will help promote green jobs. This can occur through subsidizing renewable energies, including social and environmental costs in the prices of commodities, or through the application of carbon-taxes on corporations. Advanced technologies may be necessary for more sophisticated green initiatives, but finding small ways to integrate shades of green into post-conflict employment creation will help create an environmentally sustainable and internationally competitive local economy.

[37] Juan Somavia, in *Decent Work in a Sustainable, Low-Carbon World* (ILO, March 2009).

Chapter 6. Specific Needs Groups

This chapter will

⇒ Highlight the importance of including the diverse needs of specific groups.
⇒ Provide guidance on planning and implementing programme elements for specific groups using an inclusive approach to ensure DDR programmes are sustainable and equitable.

Within the broader rubric of targeting ex-combatants, there are a number of important groups who require specific attention to ensure their equal access to reinsertion and reintegration assistance. Specific needs groups face distinct challenges in attaining access to relevant and high quality reinsertion and reintegration services. Ex-combatants – such as children, women and people with disabilities – have heterogeneous reintegration support needs. They share an experience of marginalisation and are effectively excluded from political, economic and security structures which function to make these groups 'invisible'. Additionally, the key criteria for entrance into DDR programmes cannot be merely the possession of a gun. Such a simplistic approach may exclude various at-risk groups and ignores their humanitarian needs, compensation for sacrifices and lost educational and professional opportunities, potential contribution to development and may ultimately jeopardise peace processes.

DDR processes must address psychological, social, economic and political aspects. Economic reintegration provides assistance and access to employment through job counselling, skills development, micro-enterprise support, rural development activities and employment promotion. Economic reintegration implies the financial independence of ex-combatants and their dependents, through productive, decent work.

The ILO advocates that concerns of specific needs groups should be considered first, thus prioritising a more inclusive approach to programme design and implementation. In many cases, promoting access to mainstream assistance and services will be more effective in meeting the needs of specific groups than developing specialized activities. This approach requires a transparent process of defining target groups, and understanding their specific challenges. Imbalances resulting from separate, compartmentalised programmes can lead to perceived injustices, ineffectiveness and frustrations. For this reason, DDR support can be channelled through local communities, through coordination of early recovery and long-term development assistance, and by advocating the interests and potential of ex-combatants in broader development initiatives. Strategies include making services available for other war-affected groups and community members; and increasing communities' ability to absorb ex-combatants. Care must also be taken to ensure that targeted interventions do not further stigmatize or marginalize vulnerable ex-combatants. HIV/AIDS prevention should be mainstreamed in all assistance, as it is an essential cross-cutting issue for all groups and interventions.

The specific needs groups that are discussed in this chapter are:

⇒ Women associated with fighting forces
⇒ Children
⇒ Youth

⇒ People with disabilities
⇒ HIV/AIDS

6.1. Women associated with fighting forces

Women are a particularly specific group in relation to reintegration. In 2005, women constituted up to 30% of armies, guerrilla forces or armed liberation movements in 55 countries. Women are present throughout a society affected by DDR, as members of armed groups to receiving communities. Yet DDR programmes are rarely designed in a gender sensitive manner that takes into consideration women's vocational, psychosocial and reproductive health care needs. Ignoring those who do not neatly conform to the category of a male, able bodied, gun-bearing combatant exposes DDR programmes as inefficient and a recurring risk of the possibility of women's return to armed groups. In addition to undermining peace-building efforts, a lack of gender sensitivity reinforces existing gender inequalities. Hence we can improve women's participation in DDR programmes by identifying barriers to their involvement and devising appropriate solutions.

Box 6.1 Women associated with fighting forces

Female combatants: Women and girls who participated in armed conflicts as active combatants.

Female supporters/Females associated with armed forces and groups (FAAFGs): Women and girls who participated in armed conflicts in supportive roles, whether coerced or voluntarily. These women and girls are economically and socially dependent on the armed group for their income and social support, for example, porters, cooks, nurses, spies, administrators, camp leaders, or women/girls used for sexual exploitation;

Female dependents: Women and girls who are part of ex-combatants' households. They are primarily socially and financially dependent on ex-combatants, for example, wives/war wives, children, mothers/parents, female siblings.

Exclusion and Challenges

Following a conflict, men and women have unequal access to resources and men tend to be better positioned to benefit from DDR processes. They tend to be better educated, more confident, mobile and visible. Thus special attention is required to ensure women and girls are not marginalised and excluded, but informed and active participants in reintegration programmes.

In general, many female ex-combatants cannot pursue general education and vocational training due to household or family commitments. Economic roles are secondary to domestic roles, although many women find themselves in stressful situations. Some will need to support children and family without assistance from husbands, who are missing, still fighting or deceased.

Inability to benefit from demobilisation and reintegration due to obligations to look after children and family is the principal difference between male and female ex-combatants. As the IDDRS states "the burden of care that many women and girls shoulder means they are less able to take advantage of training and capacity-building opportunities that could offer them better opportunities for economic self-sufficiency" (section 5.10). Gender differences are also exemplified in behaviour in DDR programmes. For instance, instead of investing their money in income-generation schemes, unmarried women war veterans with dependent children or

parents often use their benefits as a contribution to household income, for example, school fees, food procurement and other household items.

Socio-economic exclusion of returning women in communities can also occur. Social support networks that provide food and other services are often community based and female veterans can face considerable social stigma that excludes them from assistance. Many women experience greater equality during wartime, but afterwards face tremendous pressure for gender relations and traditional divisions of labour to return to the status quo. Families may ostracise women due to their role with armed groups, as this challenges existing gender roles and the appropriate moral order. Women may not reveal their identity as associated with armed forces, due to fear of stigmatization, discrimination, and associations with violence, rape and illegitimate children. These converging challenges mean that wives of veterans, female war veterans and their dependents have limited options for survival, and face poverty and isolation. In some cases, greater anonymity offered in urban areas drive women associated with fighting forces to migrate elsewhere.

Gendered exclusion is also manifest in poor access to communication sources and lower literacy rates, especially among girl combatants. This reduces awareness and knowledge about DDR programmes that women can benefit from. They are less likely to present themselves for DDR programmes and 'self-mobilise' instead.

Even when a gender perspective is successfully incorporated into DDR processes, women can face discrimination in other domains, such as access to land or credit. Land can be a serious impediment to long-term economic reintegration. Women have difficulties accessing property and ownership of land and houses, as rights are usually derived through their fathers and husbands. Ownership of land represents considerable economic and social security and can be used as collateral for investments. Many women war veterans need land – particularly those who are single, widowed or divorced – yet traditional practices may not allow female-headed households or women own land. As a result, many women turn to the informal sector and concentrate on employment in the textiles industry or factories. Similar impediments create difficulties for women to access credit to enter the formal sector.

Specific Needs

Women present a number of specific needs that require attention. For instance, women war veterans have a variety of gender specific health problems that require expert care. Health problems are frequently gynaecological in nature, due to harmful experiences in the military and these can have devastating effects on a woman's family life and chances of having children. Furthermore, her physical capacity may be diminished after life in the military due to medical problems including respiratory ailments, or conditions relating to the circulatory system or digestive diseases.

Furthermore, it is well recognised that women and girls have lower education levels or professional training and tend to be skilled in jobs that earn less money than their male peers. Training programmes should provide additional resources for literary and high-earning skills training for women and girls. Although skills should be culturally appropriate, efforts should be made not to restrict women to 'traditional work'. Woman and girls should be given freedom to determine the types of skills they learn, such as driving and construction, and given vocational training in fields likely to provide long-term demand.

Although a post-conflict period offers possibilities for social transformation and making use of skills acquired by women in wartime, many women and girls may have acquired skills incompatible with traditional ideas of appropriate work for women and girls. Many female ex-combatants often have difficulty in achieving economic success and long-term economic reintegration.

Widows, widowers and dependents of ex-combatants killed in action may require financial and material assistance in establishing income generating projects and self-employment

opportunities. As women tend to work in the home, assistance in rebuilding and decentralised technical and labour support systems should be considered. In rural areas women should be provided with agricultural training methods, and rights to farm cash crops and use communally owned farming tools and water equipment.

Box 6.1 Women and Girls after War in Liberia

During the 14 years of violent conflict in Liberia, female combatants made up 30% of armed groups. Yet at the ceasefire in 2003, no assessments had been conducted for their reintegration needs. Female combatants, FAAFGs and female dependents were denied access to the DDR programme by their male commanders. Furthermore, this specific group faced social, economic and political exclusion.

Traditionally, Liberian women were expected to manage household responsibilities, and were denied access to education or training opportunities. Moreover, female combatants, FAAFGs and their dependents suffered from significant social stigma: firstly, rooted in negative community perceptions of their role in wartime, and secondly due to the (self-imposed) stigma of being raped, which was common during the conflict. Demobilized women and girls were excluded from traditional community-based social support systems, and often migrated to urban areas to live anonymously. Economically, these groups were further marginalized. No assistance was provided to teenage mothers. Employers perceived female ex-combatants and FAAFGs as 'troublemakers', thus excluding their equal access to employment. This resulted in a significant number of these groups being forced into prostitution, begging, or simply dependent on former wartime partners for support.

During ILO research conducted in 2004, it was clear that all female commanders who gained managerial skills during wartime had been excluded from political or leadership appointments after the war.

By denying access to the DDR programme, and ignoring their social and economic needs, female ex-combatants, FAAFGs and female dependents remain further marginalized in post-conflict Liberia. This case study highlights the crucial importance of including: (i) an adequate assessment of needs of specific groups, and (ii) measures to ensure equal access for assistance.

Source: Red Shoes: Experiences of Girl-Combatants in Liberia (ILO, 2006)

Measures must be taken to ensure that women can carry out post conflict reconstruction activities in an environment free from threats, particularly gender-based insecurity and sexualised violence. These should include ensuring women are not pushed into forced or casual labour on land which is not their own.

Women in leadership positions at national and local levels may be rare but attempts should be made to engage with representatives of women associated with fighting forces, women's non-governmental organizations and female community leaders, all whom support male and female ex-combatants, supporters and their dependents to reintegrate into civilian life. As stakeholders to peace processes, these should be identified as partners in the DDR process. Furthermore, one of the greatest incentives to join DDR programmes would be female role models who demonstrate success in economic reintegration activities and are able to support their families.

Actions

It is vital to recognise these challenges and specific needs in data collection, planning and implementation to ensure reintegration of women associated with fighting forces. A gender-responsive approach to DDR should be built into every stage of DDR processes.

A key challenge for gender sensitive DDR is to devise appropriate ways to identify and target women who were members of armed forces and to provide them with adequate support. DDR programmes should not exclude any women associated with armed forces or groups from

assistance. It is imperative to recognise that groups that are particularly marginalised are abducted women and widows.

Box 3.1 Difference between reinsertion vs. reintegration

Reinsertion is essentially a short-term, targeted and stabilizing measure. Reinsertion does not guarantee a sustainable income, nor return to communities. It is concerned with quick impact and with providing ex-combatants with their immediate needs. Reintegration is, by definition, a longer-term, community-based, inclusive process. By making a clear distinction but an intimate connection between reinsertion and reintegration, and by moving reintegration assistance as a follow-up of reinsertion into a well-designed, broader economic recovery framework, many of the challenges currently experienced in socio-economic reintegration of ex-combatants can be successfully tackled. When designing programmes, it is important to separate these distinct phases.

Box 6.2 Identify challenges to women's participation in VET

In order to maximise the participation of all ex-combatants, especially women, find solutions to programme shortcomings:

⇒ Time and place of training may restrict the participation of women who are unable to travel distances (given domestic obligations, cultural restraints, travel costs)

⇒ Prohibition of bringing babies and infants to training facilities/lack of crèche facilities

⇒ Lack of job placement assistance and interview coaching

⇒ Lack of follow-up and refresher courses

⇒ Higher education eligibility requirements

⇒ Training periods too short to achieve a level of competence

⇒ Shortage of women trainers, principals, and planners

To avoid self-mobilisation, efforts can be made to attract women including female-friendly cantonment sites and demobilisation facilities. Women's long-term participation in reintegration activities can be improved by providing child care facilities and an environment free from gender-based violence. Measures to create equal access can be combined with access to land and credit. Advocacy can be facilitated by strengthening women's organizations and veteran organizations to mainstream gender issues.

Toolbox 6.1 Reintegration of women associated with fighting forces

Conflict analysis: examine gender	o All mission staff to have gender expertise including female translators. o Practitioners should conduct an early and comprehensive gender analysis as part of the programme design to understand the specific gender constructs and characteristics of women and men and implications for reinsertion and reintegration. o Continue the gender analysis of women's groups during the demobilization phase: o Female combatants often do not go to assembly sites, and thus do not collect demobilization benefits. It is important to understand why this is so and facilitate their inclusion. o Examine their employment needs, and access to the labour market, existing stereotypes, new opportunities for empowerment, combining work with family responsibilities, psycho-social and other support.
Special measures to ensure equal access	o All DDR actions to recognise a gendered 'burden of care' and exclusion of returning women and to ensure equal and sustainable participation in DDR programmes of women associated with fighting forces. Ensure DDR programmes target women combatants, support workers and dependents. Reintegration planners should not only see women and girl combatants as part of the target groups to assist – female supporters and their dependents should also be eligible for support.

	o Male and female ex-combatants should be equally able to get access to clear information on their eligibility for participation in DDR programmes, as well as the benefits available to them and how to obtain them. At the same time, information and awareness raising sessions should be offered to the communities that will receive the ex-combatants, especially women's groups, to help them understand what DDR is and what they can and cannot expect to gain from it. Adequately inform women on eligibility criteria, goals and benefits of DDR programmes. o Recognising women who may have been abducted soldiers or forced brides and, therefore, may be further marginalised. Women may not have been officially married to male fighters and methods are required to identify vulnerable women. Strategies to identify and support abducted girls and women who have escaped or were released just prior to demobilisation. Measures in place so abducted women know they have the right to leave and capacity to do so in safety. o In reintegration, take into account women ex-combatants limited access to land, education and formal skills, restricted labour and sharp divisions of labour. o For instance, cantonment sites should be able to provide separate facilities for women and men, girls and boys, as required. In accordance with cultural norms, sanitary facilities should be designed to ensure privacy and hygiene needs. Female staff should be present at all assembly areas to process women who report for DDR. Encampment sites should be made more responsive (including child-care facilities, women's health and counselling). o Targeting families of female ex-combatants will facilitate capacity building and dispersion of benefits, and also sensitisation programmes should be run for communities to help them understand the needs of female war veterans. o Link reintegration activities to broader development assistance for communities. o Ensure effective access to: vocational counselling and referral services regarding education, training, employment opportunities, life-skills and job-searching skills training, and comprehensive follow-up support. o Ensure inclusion in education and training activities meet the needs of women's and girls' groups, for example, child-care funding, access, times etc. o Training should take place close to women's homes to minimise irregular attendance from transportation or mobility problems. o Recognition of different gendered occupations and preferences and gender-responsive activities that acknowledge generally lower education levels among girls and women. o Provision of reproductive health and gynaecological services. o Equal opportunity employment to be employed in new security structures. o Legal and social reform should aim to ensure women have access to land and housing.
Start or strengthen women's organizations	o In addition to ensuring women are not excluded from veteran organizations, to identify, support, and build capacity of women's organizations: o Identify capacities of women's organizations already working on security related work. All interventions should be designed to support and strengthen existing capacity. o Train and facilitate inclusion of women's organizations/groups in the Local Economic Recovery (LER) and Local Economic Development (LED) forums to encourage job-creation for women, and promote community reconciliation. o Establish or strengthen SHOs (for example,.co-operatives) for female ex-combatants, supporters and dependents. Promote entrepreneurship (establish micro and SME, with small business training) and improve access to micro-credit activities. Women's microfinance programmes often have a high rate of return. o Invest in leadership potential of women to be change agents and spokeswomen for economic reintegration activities. o Ensure women's voices are heard in radio/media campaigns to raise reintegration awareness for female ex-combatants, supporters and dependents, and encourage their participation in healing/reconciliation programmes. o Coordination with development agencies and NGOS that carry out projects for women to ensure reintegration is sustainable and far-reaching.

6.2. Children

The ILO is committed to eradicating the worst forms of child labour and advancing opportunities for decent work. Among the standards on fundamental principles, the ILO's Convention No. 182 and Recommendation No 190, adopted in 1999, call for a range of measures including:

⇒ Prohibition and removal of children (under-18) from the most severe forms of child labour, including the forcible recruitment for armed conflict;
⇒ Direct assistance for appropriate rehabilitation and social reintegration;
⇒ Application of adequate sanctions to perpetrators and
⇒ Member states to help one another in facilitating this through international cooperation.

In addition, the recruitment and use of children under 15 in armed forces and groups is very clearly a war crime[38]. Children under 18 are protected from recruitment and use by armed forces/groups under international law and international human rights law[39] as well.

Box 6.2 Children associated with armed forces or groups (CAFAAG)

The 2007 Paris Principles and Guidelines define a child associated with armed force or armed group as:

"Any person under 18 years of age who is part of any ... armed force or armed group ...including...cooks, porters, messengers and anyone accompanying such groups. ... The definition includes girls recruited for sexual purposes and forced marriage. It does not, therefore, only refer to a child who is carrying or has carried arms."[40]

To reflect the diversity of children associated with conflict, the term 'children associated with armed forces and groups' is now commonly used. The IDDRS guideline recommends children eligible for demobilization and reintegration programmes are a) those who remain with armed forces and groups; b) those who fled armed forces and groups (often considered as deserters, and therefore requiring support and protection); and c) those who were abducted, or forcibly married, and those in detention.

Girls and boys under the age of 18 represent up to 50% of armed groups throughout the major conflicts in the world today.[41] In addition to armed combatants, children can be found in auxiliary activities, such as cooks, porters or sexual services. Children are the greatest casualties of violence, who are deprived of a normal childhood and education, and are without the protection of a family or community. As a result, these children have specific reintegration needs. The ILO through its International Programme on the Elimination of Child Labour (IPEC) focuses on the socioeconomic reintegration of former child soldiers, as well as the prevention of the recruitment of children by armed forces and groups.[42]

Recruitment and reasons for participation vary. A common theme is poverty and the breakdown of families and communities. Some children are forcibly recruited by both government and opposition forces, whereas children also join the military for 'voluntary' reasons to satisfy immediate needs such as food and security, because they lost their families or desire adventure and prestige.

Whatever the method of recruitment, participation in armed conflict is harmful to the future well-being of a child. Participation in military activities is synonymous with separation from parents, school and community support. Military life is also detrimental to social and cultural life and the values which engender during the crucial stage of a child's development. During their time in the military, children continue to develop physically, socially and emotionally but it is the quality of their development that determines their character in later life.

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[38] The definition of "war crime" under the Rome Statute of the International Criminal Court, Article 8, paragraph 2 (b) (xxvi). See also IDDRS OG 5.30: Children and DDR, Section 1, 'Introduction' (UN, 2006).
[39] For instance, the Convention on the Rights of the Child and its Optional Protocol on the Involvement of Children in Armed Conflict.
[40] The Paris Principles and Guidelines on Children associated with Armed Forces or Armed Groups, February 2007.
[41] IDDRS 5.30: Children and DDR, Section 1, 'Introduction' (UN, 2006).
[42] ILO/IPEC (2007): *Prevention of Child Recruitment and Reintegration of Children Associated with Armed Forces and Groups: Strategic Framework for Addressing the Economic Gap*, (ILO, 2007).

Exclusion and Challenges

In the difficult conditions immediately following a cease-fire or peace agreement, political and economic normalisation demand greater attention so the decisions regarding the fate of child soldiers can be postponed or even neglected. It is very unlikely that a comprehensive rehabilitation and reintegrated programme will be initiated. Furthermore, data is difficult to obtain on children associated with armed forces or groups (CAAFAG), partially because reintegration and rehabilitation of former child soldiers may be problematic for political and military authorities. Reintegration programmes may be actively avoided and CAAFAG may simply be sent 'home'.

A key factor determining success or failure of a reintegration programme is the impoverished circumstances of former child soldiers, their families and community, particularly in rural areas. In addition, difficulties associated with access to services in post-conflict reconstruction phase must be emphasised. Many former CAAFAG soldiers return to areas, often rural villages, where there is inadequate provision of basic services. All too often, no social and economic market and capacity exists in which former young combatants can find employment, learn about marketing and begin some small-scale trade or business. Families which accommodate war-displaced and former child soldiers have few resources and little to offer in terms of assistance for reintegration and rehabilitation. Programmes for reintegration should consider the problem of poverty and the lack of economic opportunity and assess the potential for implementing flexible initiatives that can respond to the needs of rural communities.

The impact on children's participation in military activities is not only physical, but the marginalization and social rejection from which they often suffer must be addressed with more determination in the case of child soldiers (especially girls and those disabled by war). There have been some positive initiatives, where an emphasis on holistic reintegration is made by recognizing a need to change attitudes towards disabled ex-child soldiers. In most countries, however, efforts to assist disabled CAAFAG are desperately needed to secure their recovery and reintegration, to support their families so that they are not burdened and to ensure that their special needs are not forgotten.

The rehabilitation and long-term care of CAAFAG with disabilities are particularly difficult to address. Soldier children have "grown up" amongst war and violence and need more intensive psycho-social care. They need a stable family or a home in which to become healthy adults, and they may need ongoing professional rehabilitation. Furthermore, in case of permanent war-related physical disabilities, repair and renewal services of prostheses and other medical aids must be provided as the children grow or develop certain vocational skills. The extended needs for medical rehabilitation services may present severe travel, communication or financial difficulties for host communities or families living in rural areas.

Girl ex-combatants

The situation for girl/young ex-combatants is especially serious because of the mental and physical abuse which girls may be subjected to in times of war. It is difficult for their families to confront the sexual nature of many girls' experiences and humiliations in war and the fact that girls, like most women, avoid talking about such experiences. In societies where girls and women are socially condemned unless they fulfil traditional roles, female ex-combatants are often required to conceal their involvement in a conflict for fear of total social and family rejection. Girl soldiers are at particular risk of being marginalized and rejected by their communities. Attention must be paid to ensure that programmes will provide them with a secure economic base and facilitate their reintegration into the community.

Specific Needs

Following the Paris Principles, and IDDRS, demobilization and release of children should take place at all times – if possible before, during, and after peace negotiations. The aim of child reintegration is to offer children a specifically designed and participatory support programme that gives them a viable long-term alternative to military life. Work is the best solution to prevent recruitment. Child reintegration should extend over five years or more, and requires appropriate funding early on to build capacity in the communities of return. For this reason, the approach for child reintegration should be different when planning reintegration assistance to other specific groups. Child reintegration should accommodate as far as possible:

- ⇒ Differences in age, sex and individual resilience;
- ⇒ The capacity of the child to make informed decisions; and
- ⇒ An individual's length of stay and experiences within the armed force or group.

Generally those under 18 are provided with a different assistance package then those over 18. At times, this poses a challenge as many child soldiers are providers and caregivers and find it difficult to be given a different treatment than adults. For instance, they do not receive cash payments, but they receive community based assistance of a longer duration. It is important to communicate these differences carefully and build consensus around the different approaches.

A major difficulty in working with CAAFAG is that their behaviour can be construed as difficult. The behaviour and character of CAAFAG have been profoundly shaped by their participation as children in conflict. In civilian society, emphasis is placed on participation and communal well-being, and acceptance is gained through adhering to codes of moral and social behaviour. However, during military service, the children are separated from the supportive and nurturing environment of the family and are dependent on rigid and authoritarian structures which control and impose behaviour. This is the way of life they know and the basis for their own behaviour and interpersonal relations.

After longer periods of time in the army, children become used to obeying without making independent decisions, and may exhibit a continued dependency on authoritarian control to limit their behaviour. Once such control is removed and no alternative support structure is in place, former child soldiers may be unable to control their behaviour and may resort to aggressive methods to obtain what they want. Many feel abandoned and rejected following demobilization. In many cases, the army becomes a protector and provider for child soldiers and they, in turn, identify with this substitute family. The need for intensive civilian reintegration support is indispensable in order that the CAAFAG can re-establish attachments to their families and their communities, as well as to social norms and values of civil behaviour. Where special programmes of rehabilitation are implemented, the emphasis is placed less on "managing" the children's difficult behaviour than on overcoming their mistrust and suspicion.

Time spent in the military is synonymous with lost educational opportunities. There is little evidence that skills developed in the military contribute to the ex-combatants' social or economic reintegration. Yet, the higher a child's level of education, the more their reintegration is likely to succeed. Upon demobilization, the CAAFAG's level of schooling almost always lags behind their peers. Embarrassment and frustration often result when former soldier children attend school with children of a much younger age. Many drop out of school because they feel humiliated or marginalized and such forms of behaviour or attitudes may necessitate providing special schools for CAAFG

Decisions about whether schooling can be offered will depend on local conditions and resources, and the willingness of families and soldier children to be separated again if special schools are distant from home communities. Attention to educational needs must often take account of the children's situation, the geographical location of their families' homes, and the availability of remedial education or alternative forms of offering basic literacy and numeracy skills to those with no formal education.

Actions

The ultimate goal of most reintegration efforts is the reunification of the child with their families and communities. All activities should be based on two principles. Firstly, the principle of non-discrimination, on the basis of sex, ethnicity, religion or caste and secondly, to always act in the best interests of the child in accordance with their wishes and feelings in light of age and understanding, as well as physical, emotional and educational needs and development[43].

Eligibility for economic reintegration and screening processes should be transparent and with clear criteria according to past association with armed forces and groups, age range and need of assistance. Profile surveys provide inclusive, reliable and representative information and general characteristics. Simultaneous opportunity and services mapping can capture all necessary information about local economic and employment, training providers, institutions and business development services.

Further assessments should be made by rehabilitation counsellors regarding the family's capacity to accommodate the child and provide services required to enable his/her social and community reintegration. Occasionally, local conditions do not favour family reunification or the child may not wish to return. In some cases, the child soldiers cannot return to their original community because they were forced to commit atrocities in their own communities by those who recruited them. In some situations, when families cannot be found, the alternatives are foster families or institutionalized responses, like special schools or orphanages.

Needs of CAAFAG upon demobilization can only be adequately addressed through their family and communities. In most post-conflict societies, community support in reintegration programmes has been lacking, especially due to lack of awareness about needs of child soldiers. Civilian communities and the families which accommodate former child combatants must also be aided. Efforts must be made to raise awareness among civilians about the situation of former child soldiers and to initiate meetings with community members or village leaders/elders to clarify how the community can support rehabilitation and social integration. Sustainable projects to secure children's well-being should involve participation of the community in defining and implementing solutions and in monitoring and evaluating programme development to ensure continued appropriateness to the child's needs and circumstances.

Admittedly, this requires human and material resources, which ideally come from local sources to be effective and locally understood. However, community involvement in reintegration work is burdensome and inconvenient for people under difficult social and economic conditions. Community acceptance and active inputs in the rehabilitation and reintegration of young ex-combatants is more likely to be successful if programmes bring rewards for the families and communities who accommodate CAAFAG. Rewards can come in the form of food and material assistance, vocational training interventions or employment opportunities that can benefit the larger civilian community. The most effective means of addressing the children's needs is to capitalize on existing social and economic community-level linkages or to establish such networks of support which help to encourage trust and self-confidence for these children in a civilian environment.

Appropriate reintegration programming for CAAFAG must strike a balance between their need for vocational training and/or employment with specific concerns for child welfare. Vocational training is seen as a crucial aspect of the successful reintegration of former CAAFAG. It implicitly recognizes children's need to compensate for lost time in the military, not only with education but also with an upgrading of professional skills. Programmes for these children should be integrated into post-conflict reconstruction efforts in order to complement these activities and strengthen local capacities to respond to the children's needs.

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[43] ILO/IPEC (2007): *Prevention of Child Recruitment and Reintegration of Children Associated with Armed Forces and Groups: Strategic Framework for Addressing the Economic Gap*", (ILO, 2007), p.11.

Vocational training should be planned and designed to provide children with necessary information for choosing a vocational training in light of aptitudes, abilities, interests and employment opportunities to make an informed decision, and should combine technical skills, basic education, life skills and business skills. One model that needs to be considered is that of education, combined with work. This model was implemented in Zimbabwe following the war of liberation. Considering that economically productive lives would bring the greatest satisfaction and benefits to individual ex-combatants and their communities, education ought not to be purely theoretical, but linked to apprenticeship and internship-type work. In Zimbabwe, students were offered opportunities to gain work experience and general intellectual education that created a foundation for adult life and proved less costly than establishing and maintaining special schools. A combined educational and work setting offers a better environment for former young combatants to integrate with other children, to work towards the country's reconstruction, and to (re)learn the norms and practices of civil society.

Challenges of offering vocational training are:[44]

- ⇒ Programme participants are dispersed over large geographic areas;
- ⇒ Lack of interest in basic education;
- ⇒ Developing awareness about working conditions and knowledge of labour law and social security schemes;
- ⇒ Ensuring quality education;
- ⇒ Subsistence and heath concerns during training and early start up of occupation and trade;
- ⇒ Lack of family support for children to take part in vocational training;
- ⇒ Recognition of qualifications or official training certification; and
- ⇒ Linking with the private sector for training, on-job training and internships.

The role of the teachers in this regard is highly important and must be recognized and supported. Civilian teachers are sometimes reluctant to accept former CAAFAG, as these are thought to be disruptive and difficult. Teachers may need additional training to enable them to respond appropriately to the needs of former combatants. In some cases, however, the teachers recognize and address the children's special needs in the absence of any teacher training facilities. The knowledge and commitment of these people constitute a significant resource which must not be neglected when planning appropriate educational strategies.

Funding of educational programmes may be a major constraint, particularly for countries which are struggling with post-conflict reconstruction and are confronted with the demands of structural economic adjustment policies. For example, children wishing to continue their education are obliged to pay. Some funding is available, but it rarely matches demand. The result is predictable: individual frustration and disillusionment and, worst of all, missed opportunities to enrich the human and professional capacities which are represented by large numbers of ex-combatants.

It is important for CAAFAG to have the opportunity to develop a sense of identity separate to their previous roles in the military, that incorporates the values, practices, and norms that regulate and give reason to family and community life. Vocational training can contribute significantly to this process, as the capacity and willingness to work and the possession of a skill are of immediate and appreciable value to the community. The opportunity to work is also the opportunity to "deconstruct" the past and build for the future.

There are several programme options available; formal education, non-formal education, vocational training and income-generation. The most common approach to training and education in Africa can be described as a 'formal model' of training in isolation. Study curricula and schooling/training are distinct and separate from the daily activities of the children within their families. A formal training model may require previous education (primary school, for example) and thereby limit access to child ex-combatants.

[44] Ibid.,p.65.

A more integrated training approach is the apprenticeship model where children and young people are trained by crafts-people and local entrepreneurs. In some apprenticeship cases, the young trainee becomes a member of the mastercraft family for the duration of the training period. However, it must be noted that any vocational training for income generating activities should comply with laws on child labour.

The most cost-effective means of training may be an apprenticeship system. While (traditional) apprenticeship schemes are more difficult both to monitor and evaluate the quality of education and training, the fact that such systems have neither a structured curriculum, entry requirements nor performance evaluation, make them accessible to all former CAAFAG. Similarly, in the case of non-formal training schemes, the advantage is that they are directly relevant to the children and to the economic situation of their families. The apprenticeship system also provides an opportunity to support existing income-generating skills and strengthen the family's capacity to care for the child. To render such training systems more formal and officially acceptable, they can be combined with government-approved exams or work projects so that the trainees will obtain a nationally-recognized, standardized certificate. As children become engaged in activities that are considered meaningful within the community, their chances for successful reintegration are further enhanced. In some countries, there may be social or cultural barriers that prevent the establishment of an apprenticeship system that renders it impossible for certain children to benefit from such initiatives.

In addition to the inherent value of providing skills, vocational training and apprenticeship schemes offer the CAAFAG to recover from their war-time experiences and find a new identity through meaningful and productive activities. Vocational training can effectively and positively influence psychological and post-traumatic problems, such as aggression, fear, uncontrolled emotion, alcoholism and narcotic drug abuse, and these problems need to be addressed. This implies that those agencies and instructors responsible for reintegration need to be assisted with dealing with the consequences of conflict on children's behaviour.

A non-formal model of skills training is at times carried out within and by the family to enable the children to learn skills traditionally associated with providing for the family's economic security. While the formal education methods are easier to monitor and evaluate in terms of specific course objectives and skills acquired, they present a problem with ensuring their economic relevance, particularly since such courses are not usually linked to the provision of appropriate tools, equipment or actual work experience. Assistance in seeking appropriate market opportunities requires different skills and places demands on labour market analyses and training feasibility studies, which may be more difficult to obtain.

To ensure positive outcomes from vocational training; education and training methods must fulfil two principal criteria: they must correspond to the needs and interests of the young/child ex-combatants and their families, and reflect existing facilities and future opportunities in which newly-learned skills can be applied (craftsmanship, agriculture and food processing, employment credentials, establishing micro and small enterprises, etc.).

Advocacy on behalf of young combatants is still not prevalent in many conflict and post-conflict reconstruction efforts. This may indicate that there is a need for access to information relating to demobilisation procedures, in order to identify CAAFAG and also strategies for their rehabilitation and reintegration.

Toolbox 6.2 Reintegration of children	
Conflict analysis: examine child recruitment	o Early and comprehensive analysis of why children joined armed groups before considering how to facilitate community reintegration.
Inclusive support for other war-affected children	o The needs of children formerly associated with armed forces and groups should be dealt with in line with the needs of other war-affected children, (for example, schooling, health care or vocational training). o Create special training and employment opportunities tailored to the needs of

	targeted boys, girls and youth and also allowing other children and youth to benefit from these opportunities. o Provide education and vocational training to children through existing schools and training centres, build capacity to provide training services to others. o Create employment and business development services to children targeted by reintegration components and gradually open these to other children. These should correspond to the needs of the community.
Psycho-social support and special care	o Psycho-social support based on a community approach should be offered instead of individual therapy. This should be designed to help children overcome distress, adopt new patterns of behaviour and improve their self-esteem. o Injured, disabled, and chronically ill children need assistance for community-based rehabilitation and long-term care projects. o Assessments on family's capacity to accommodate the child and services to enable social and community reintegration.
The role of communities	o Capitalize on existing community-level networks to raise awareness and needs of returning children. o Trace children's families and reunify them. Provide alternatives (foster families or orphanages) for those who are not able to or do not want to return to their families. o Cultural, religious and traditional rituals can play an important role in reconciliation and reintegration.
Education and training	o Formal education programmes that provide strong benefits in a supportive institutional setting. o For older children, offer basic education with vocational skills training activities and apprenticeships. Income-generating activities for children should be consistent with legal norms on child labour (minimum age, working conditions). Training in hazardous work should be avoided. Youth up to age 18 are protected by the ILO Conventions on child labour (Conventions 138 and 182). o Training in areas that do not respond to a market opportunity should be avoided, even if requested. Counselling and career guidance are important in this context. o Examine opportunities for providing apprenticeships to older children. o Address ex-combatants' needs for rehabilitation, education and training, who are child soldiers during the planning phase but adults during implementation (over 18 year olds). Children under 18 are not eligible for incorporation into security services as part of SSR45. o Life skills training to all children. This can include: adjustment to family and community life, the workplace and labour market, support groups, and health awareness (HIV/AIDS prevention education and drug abuse information, counselling, and support). o Provide specific support to girls who have been sexually abused during the time they spent in armed groups. o Offering vocational training which varies in duration from short, medium and long-term. Vocational training can be offered through centres, and include apprenticeships, community-based training and mobile training.

6.3. Youth

It is vital for DDR programmes to differentiate among ex-combatants and vary their programmes according to the different groups. Youth – people between the ages of 15 and 24 – are a vibrant potential human resource and powerful force for social and economic change.

Box 6.3 Definition of Youth

Youth refers to the transition between childhood and adulthood. Some societies use cultural and biological markers, but the UN defines youth as people between the ages of 15 and 24 years.

[45] IDDRS OG 5.30: Children and DDR, Section 3.4 'Reintegration' (UN 2006)

Youth seek avenues to gain skills, rewards and identity, and those with no access to legitimate employment are more likely to be drawn into exploitative or illicit activities. Effective design and implementation of DDR age-sensitive programmes can productively channel youth's dynamic ambitions and aspirations towards reconstruction and peace building.

Table 6.1. Measures and needs in accordance with the age group

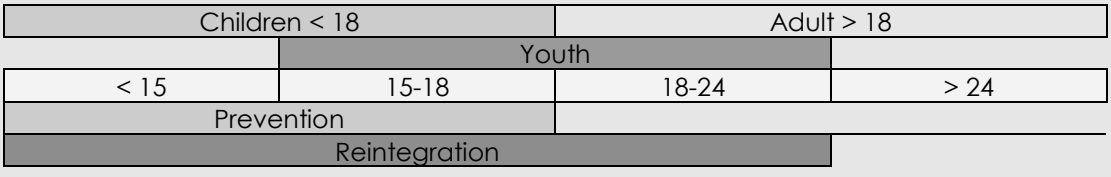
Children < 15	Children/Youth > 15 < 24	Adults > 24
o Schooling/Catch up education. o Life skills adapted to age range. o Economic support to parents or guardians.	o Sending them back to school could indeed be an option (if sustainable) but need catch up education. o Vocational guidance and training. o Employment services. o Basic management skills. o Life skills adapted to the age range. o If needed micro-finance services (savings, insurance, loan disbursement). o Entrepreneurship training and business development assistance. o Work experience. o Gradual independence, stability and responsibility.	o Remedial basic education courses (adapted to adults). o Vocational guidance. o Relatively short period of vocational training may be sufficient. o Usually have some work experience. o Employment services. o Life skills adapted to age range. o Entrepreneurship training and business development assistance. o Micro-finance services.

Source: *Prevention of Child Recruitment and Reintegration of Children Associated with Armed Forces and Groups: Strategic Framework for Addressing the Economic Gap* (ILO 2007)

There is a compelling rationale to ensure DDR processes have a youth perspective as the vast majority of combatants worldwide are young. Adolescence is a period of rapid transformation, for some it produces confusion and high risk behaviours, as young people become accustomed to new responsibilities and roles. Vulnerability is further compounded by damaging wartime experiences during formative years. These represent lost opportunities for education, destruction of family and community networks, and ultimately destroy self-esteem and trust. Education and training services can be disrupted for long periods, and young people can become frustrated if trapped in unsatisfactory jobs. In general, youth face more challenges than adults in finding decent work opportunities and the transition from school to work is troublesome, for example, worldwide youth unemployment is about three times as high as adult unemployment. Hence youth unemployment and underemployment must be tackled with specific care, particularly in a post-conflict situation.

Box 6.4 Age groups for economic prevention and reintegration

While vulnerable children at risk of being recruited should be less than 18 years old, "children" associated with armed forces and groups may be above 18 at the time they benefit from economic reintegration assistance. They fall under youth category, which the UN identifies as those between 15 and 24 years of age.



There are several reasons why those between 18 and 24 should be assisted alongside with those between 15 and 18 as a single youth category:

⇒ Children associated with armed forces and groups may not be underage anymore when economic reintegration strategies, programmes and plans of actions are being designed and implemented. They should not be prevented from accessing economic reintegration opportunities simply because they passed their 18th birthday. Moreover, it must be considered that due to the outbreak of the conflict, there may be a significant delay in access to education for young people. Any programme based on age must take this into account.

⇒ Those between 15 and 24, both boys and girls, share similar characteristics and needs. They are neither children nor adults, although those under 18 fall in the legal category of children. They are more vulnerable than adults to violence, criminality, sexually-transmitted diseases and recruitment, which justify treating them as a category for targeted interventions.

⇒ Integrating those between 18 and 24 in child DDR facilitates economic reintegration. Several trends and occupations presuppose accomplishing tasks that may be considered hazardous for those below 18. Having youth above 18 in the group gives the flexibility to organise training and professional practice without exposing those below 18 to child labour.

Source: Prevention of Child Recruitment and Reintegration of Children Associated with Armed Forces and Groups: Strategic Framework for Addressing the Economic Gap, (ILO 2007)

Exclusion and Challenges

DDR programmes for youth are more complex as they span the change from military to civilian life; and simultaneously a transition from childhood to adulthood. Youth present a particular challenge as they are neither children nor adults. Their in–between status creates unique needs that are not always met by DDR programmes. Those younger than 18 are often perceived as children. This perception ignores their roles as providers and caregivers with adult responsibilities during conflict. Those over 18 are treated as adults requiring livelihood support, which neglects their need for accelerated education to catch-up with their civilian peers.

As new entrants to the labour market, some young workers lack the specific training or seniority that may buffer older workers from swings in market conditions; thus their employment is highly dependent on the state of the economy. During economic downturns, the practice of "last hired, first fired" and the lack of vacancies take a toll on young workers when they are less equipped to find new employment.[46] It is more difficult for them to compete with experienced adults in a post-conflict job market. Furthermore, in comparison with children, going back to school is not easy for young people. They often feel uncomfortable in the same class room as younger students. Many young people are also caregivers for their families, which may make them too busy to attend school. They may not be able to acquire an education, unless remedial measures are put in place.

Specific Needs

For youth the reasons for joining armed forces and groups vary. Some join out of fear, despair or revenge, to protect their family or turn to violence for economic benefits. Addressing these root causes of recruitment – such as poor schooling, idleness, poverty, insecurity, unemployment, identity, and ideological reasons – is the most effective method to prevent re-recruitment.

Successful socio-economic DDR programmes will provide appealing and attractive opportunities which resonate with their values, beliefs, experiences and visions for the future. Young people are often excluded from the decision-making structures and leadership roles, leading to marginalisation and alienation. Their rights are especially likely to be violated and their needs to

[46] http://www.ilo.org/public/english/standards/relm/ilc/ilc93/pdf/pr-20.pdf.

be left unattended. Paternalistic approaches to youth exclude them from analysis and planning processes and reduces effectiveness of DDR because often it does not acknowledge their worldview and how they understand ongoing social and political processes. Poor schooling, idleness, poverty and social exclusion increase the risk that young people will be recruited or will choose to join armed gangs, including across borders.[47]

While high priority security concerns may lead to earlier targeting of young ex-combatants, the UN Policy for Employment Creation, Income-generation and Reintegration in Post-Conflict Settings endorsed the need for reintegration programmes to be open to all youth as quickly as possible, as this will promote greater inclusion and avoid exclusive targeting through community based services. Specific measures have to be taken for ensuring that adolescents and young people who lost school years because of the conflict are reintegrated, if they wish, in normal educational paths. Specific provisions in this sense must be introduced (or at least considered) especially over the "local reintegration" and the transition tracks of the above mentioned United Nations policy for post-conflict employment creation.

Actions

Socio-economic reintegration strategies for young ex-combatants provide stable employment and income-generation to allow them to contribute to peace, stability and growth. DDR programmes should be flexible, based on labour market requirements and designed to meet participant's needs. Additionally, the following issues should be taken into account:

- ⇒ Accurate data collection and labour market information and analysis.
- ⇒ Special classes in formal education and vocational training schools, in order to allow young people overage to catch up for the lost period of education.
- ⇒ Where needed, vocational training modules should be part-time, so that young people can attend accelerated learning programmes and work at the same time.
- ⇒ Vocational training can also be used to develop values and norms conducive to peace and democracy, as well as foster self-confidence and new sets of skills. Learning strategies that enable ex-combatants to learn at their own pace and incorporate life skills (such as civic education, rights at work, and prevention of HIV/AIDS) are effective.
- ⇒ Well targeted and specifically designed DDR programmes to suit individual needs.
- ⇒ Connects young ex-combatants to non-military youth promotes inclusion into society.
- ⇒ Responds to labour market conditions and is part of a comprehensive package of services covering labour demand and supply.
- ⇒ Links to work experience through apprenticeships, in-company training and job placements to increase employability of young ex-combatants. Employability of young ex-combatants will increase if reintegration programmes, in particular vocational training, are linked with apprenticeships, internships and in-company training. By doing so, young people can obtain work experience and learn life skills which are important in civilian life.
- ⇒ Uses community-based approaches and involves the local community in project design and implementation.
- ⇒ Involves all social partners in implementing DDR programmes and creating linkages to the world of work.
- ⇒ Avoids hazardous or forced labour according to ILO Conventions.

Outreach activities, such as theatre, music, arts and sports can transmit social messages and improve life skills. These can be facilitated with spaces that allow young people to interact with one another. Well-trained managers can act as role models and contribute to effective empowerment of youth by protecting them from forced recruitment, providing information on employment and possibilities for personal development.

[47] IDDRS 5.20: Youth and DDR.

Training and apprenticeship courses should be adapted to young people's abilities, interests and needs to boost employment prospects and bolster self-confidence.

Appropriate counselling and career guidance will assist young people in making informed employment choices to find a balance between their aspirations and labour market realities. This will help them to move from military to civilian life, understand the labour market, build attitudes and life skills, make decisions and plan their career and life. Strategies to encourage entrepreneurship and provision of support services, such as mentors or employer organizations, as well as provision of appropriate policies and regulations, will help to generate businesses and employment.

Toolbox 6.3 Reintegration of youth	
Conflict analysis: examine youth	A vital part of planning is analysing: o Analyse and differentiate between structural and proximate causes of why young ex-combatants joined armed groups o Data collected on the socio-economic profiles and expectations of ex-combatants o Data on available employment opportunities, including self-employment
Education and Training **Remedial catch-up education adapted to the needs of youth** **Civic education** **Employment-oriented training**	o For each of the measures below, special attention must be devoted to supporting young women and their dependents. o Consider combining: basic education (literacy, numeracy) and life skills with market-driven vocational training and/or apprenticeships. o Remedial catch-up education could be provided for overage youth in special classes composed by age-homogeneous young people. o Where class room training is not appropriate, consider community based, modular training, which is competency based and may work better. Selection of training options should be validated by a labour market opportunity assessment. o Provide psycho-social support programmes. Combine, in an integrated way, core skills for the work place, personal development, conflict mitigation, as well as advice counselling in HIV/AIDS, drug and alcohol abuse, and support for psychological trauma (especially for girls who have experienced gender-based violence). o Consider providing innovative combination of skills, for example, driving with car repair skills. o Provide initial business orientations (such as adapted KAB packages) to stimulate young people into entrepreneurship. o Certification issues need to be addressed. o Key elements of employment training programmes for youth include the following: o Labour market-driven; o A modular approach; o Flexible timing both on delivery, and entrance and exit into programmes; learner-centred; o Teaching multiple skills; o Training programmes oriented towards concrete job opportunities; o Competency-based; o Supported by life skills training; o Taught by good role models; o Assessment to industry standards; o Recognition of prior learning; o Practical work experience through on-the-job training or apprenticeship.
Establish or strengthen youth organizations	This can help youth become development agents with different interests then fighting, and ensure that youth have access to community projects (which they are often excluded from as they are designed by community leaders and heads of families).

Box 6.5 Targeting young ex-combatants and other at-risk youth in Kosovo

To address the needs of demobilized young combatants and youth-at-risk in post-conflict Kosovo, the ILO implemented a pilot employment and training programme, which included cost-sharing arrangements with private enterprises to hire young people at risk of discrimination and social

exclusion. Prior to recruitment, most youth-at-risk had no or limited work experience. Nearly all employment contracts were renewed voluntarily by the enterprises after the incentive period.

Managed by the local employment services, the programme comprised of comprehensive employment counselling and career guidance for beneficiaries, participation in competency-based training courses, subsidized wage employment in private enterprises and establishment of youth-run cooperatives. The programme also comprised of a capacity building component and technical assistance for public employment service staff in: the identification of youth at risk, appropriate counselling and guidance skills, techniques targeting disadvantaged youth (convincing employers to hire "hard-to-place" workers), as well in monitoring and evaluating impact.

One of the tools developed by the Ministry of Labour (with technical support from the ILO) is a LMI database that links the network of employment offices and matches job applicants with vacancies. The system can look for certain characteristics such as: type of disadvantage, age, or sex and match them against priority groups, which will ensure that specific groups have a better chance of finding employment and training opportunities.

Given the success in creating permanent and quality employment for youth at risk, the Ministry of Labour and Social Welfare decided to expand the programme, in order to target a greater number of vulnerable young people.

Source: Corbanese, V. and Rosas, G.: Youth transition to decent work: Evidence from Kosovo, ILO, Geneva

6.4. Ex-combatants with disabilities

Countries emerging from armed conflict have an increased number of people with disabilities, including ex-combatants. Physical, sensory, intellectual or psycho-social impairments may cause difficulties in functioning, such as in the areas of moving, seeing, hearing, learning or mental health. Ex-combatants with disabilities may become separated from their non-disabled colleagues and thus fail to integrate into employment creation and reintegration programmes established specifically for ex-combatants. As a result of exclusion, these disabled ex-combatants generally face great difficulty in leading independent lives and becoming economically self-reliant.

Box 6.6 Definition: Persons with disabilities

The ILO definition of a disabled person (from the ILO Code of Practice for Managing Disability in the Workplace, 2001) is: "an individual whose prospects of securing, returning to, retaining and advancing in suitable employment are substantially reduced as a result of a duly recognised physical, sensory, intellectual or mental impairment".

The Convention on the Rights of Persons with Disabilities states that persons with disabilities include "those who have long-term physical, mental, intellectual or sensory impairments which, in interaction with various barriers, may hinder their full and effective participation in society on an equal basis with others" (Article 1).

Disabled ex-combatants can roughly be divided into three categories:

⇒ those whose injuries are less severe and who, after medical treatment and rehabilitation, can resume a more or less normal life;

⇒ those whose injuries are more severe and who face limitations in one or more primary functions and may thus require specialized vocational rehabilitation services and/or flexible work situations; and

⇒ those who require ongoing medical care and whose prospects of working are marginal.

The WHO estimates that the prevalence of disability is ten percent of the worldwide population, yet people with disabilities are, nevertheless, seen as objects of charity or as a burden because they are perceived as being unable to participate in the social or economic life of their communities. Their potential and abilities are often underestimated or not recognised. They tend to be disempowered, deprived of economic opportunities and security due to social and physical barriers. Many encounter physical barriers when accessing their communities, transportation and workplaces. In addition, their full participation in reintegration is further limited by low access to opportunities, often exacerbated by negative attitudes and discrimination on the part of officials, the private sector, and receiving community.

While the most apparent need for disabled ex-combatants is medical or psycho-social rehabilitation, disabled ex-combatants also require the same level of support from other rehabilitation programmes as non-disabled ex-combatants. Education, vocational training, employment assistance, and entrepreneurship support should be offered equitably to both disabled and non-disabled ex-combatants alike. Most disabled ex-combatants can and want to earn a living and productive work is often the best means for social and economic reintegration.

Approximately half of all disabled ex-combatants in most post-conflict situations are of the first group described above. They are able to work and usually wish to do so, and may have more in common with other combatants than with civilian disabled people. Disabled ex-combatants rarely want to be considered as members of a civilian disabled persons' group. In contrast, disabled ex-combatants of the second and third groups have suffered more serious injuries and require some form of long-term medical care, rehabilitation services or hardware support such as wheelchairs, prosthesis etc. The medical care provided to disabled ex-combatants is frequently insufficient; for example, disabled ex-combatants are often confronted with long delays in obtaining specialized medical treatment or psychiatric care, as well as support equipment.

Exclusion and Challenges

There are two specific challenges to providing DDR services to disabled ex-combatants. First, disabled ex-combatants are demobilised in an unsystematic matter. After conflict injury or trauma, most disabled individuals obtain some minimal medical rehabilitation services and, in some cases, compensation payments. However, they are often soon forgotten and left out of larger resettlement, training and employment schemes. Many are demobilised without formalities during the conflict or war. Thus special efforts are required to identify all disabled ex-combatants, as many will be found in special camps, hospitals, or are already back in their home communities. In almost all post-conflict countries, disabled ex-combatants are entitled to obtain some form of assistance.

Second is the challenge of integrating disabled ex-combatants into existing DDR programmes. In many post-conflict countries, the training needs of disabled ex-combatants were met by separate programmes, not DDR programmes. These rarely prepared the trainees adequately for the world of work or created linkages to available job opportunities, and particularly self-employment, which is perhaps the most realistic option for most disabled demobilized combatants. Therefore, whenever possible, it is advisable to include disabled former combatants into reintegration programmes for all ex-combatants with no distinction for the disable ones. The reason for this is three-fold:

- ⇒ The exclusion of combatants from general reintegration programmes on the basis of their disabilities has frequently proven detrimental to their well-being and they consider themselves first and foremost veteran combatants;
- ⇒ Effective long-term recovery from a conflict must include provision for the needs of the most visible victims of a war; and,
- ⇒ Where governments ignore the legitimate claims of disabled ex-combatants, the seeds of new internal conflict may be sown.

As the principal consideration for the successful reintegration of demobilized ex-combatants is not their disability but their ability and vocational interest, there is no need to separate skills training programmes for disabled ex-combatants from those for other former combatants. The problem is often one of perception: a lack of awareness on the part of planners that many individuals with disabilities are able to work and want to learn a skill to become productive. Furthermore, not only does a separation of programmes lead to unnecessary segregation of disabled ex-combatants from non-disabled, but it often results in a costly duplication of facilities and training courses.

The principal benefits of an integrated approach to the reintegration of disabled ex-combatants among all demobilized combatants include:

- ⇒ Assurance that people with disabilities receive equal treatment and equal opportunities to access the services they need for effective socio-economic reintegration in line with their rights and the conditions of their non-disabled peers.
- ⇒ Better management of funds by avoiding duplication (for example, separate vocational training centres for disabled and non-disabled persons).
- ⇒ Greater variety of information available for disabled persons to find employment or create self-employment opportunities alongside non-disabled veterans.
- ⇒ Increased possibility to learn about other post-war reconstruction and rehabilitation opportunities through linkages and exchanges of information.
- ⇒ Even-handed dissemination of information on assistance, benefits and pension schemes offered by both official government agencies and NGOs.

An equitable offer of education, vocational training, employment assistance and business support services for all those affected by war, including disabled-ex-combatants. These aspects of assistance should be centrally planned and offered to disabled ex-combatants in the same manner and through the same channels as the reintegration support which is offered to other demobilized combatants.

The chief desire of disabled ex-combatants is ultimately to find real employment or work opportunities through training so that they can be productive and economically independent.

Specific Needs

Governments and agencies responsible for reintegration must take these needs seriously and provide assistance in empowering disabled individuals to return to productive life, rather than creating life-long dependency. Advance planning and programming should not only provide for medical care, maintenance support and the supply of technical aids and devices (such as wheelchairs) for disabled ex-combatants, but should also include vocational training and employment schemes. A number of services can improve situations.

First, reintegration programmes must be based on identified needs specific to the disability of the ex-combatant. During demobilization, medical screening should be administered to assess the severity of the disability and link the ex-combatant up with appropriate programmes. The needs of disabled ex-combatants can vary greatly, as, for example, the requirements of a blind ex-combatant will differ significantly from a wheelchair user.

Second, the resettlement of ex-soldiers in their communities of origin has proven to be extremely difficult in many countries. This is principally due to problems of adjustment on the part of the individuals and reluctance on the part of the civilian community to accept the returning former military men, women and, sometimes, children. These problems are particularly acute for disabled ex-combatants. Their difficulties in reintegrating into their communities of origin are often compounded by their lack of mobility and transport, the lack of appropriate work opportunities, and negative attitudes towards them on the part of community members. Efforts to support and assist the reintegration of disabled ex-combatants are more likely to be successful if plans for such efforts are made in advance, as part of general demobilization and

reintegration plans and programmes. The early involvement of local authorities, community organizations to dialogue on the thematic area of disability with war veterans associations and groups is also important for successful reintegration of the disabled.

Third, drug addiction is a serious concern for many ex-combatants, and can result in a condition that often goes untreated. It presents significant challenges to long-term reintegration and it may be common for them to receive and use drugs. So far, DDR programmes have handled this problem with basic measures during the demobilization phase, consisting of medical testing and occasional detoxification assistance in encampment sites.

Drug dependency increases ex-combatants' mental and physical dependency on fighting forces/groups, thus preventing their successful reintegration into civilian life. Reuse of needles significantly increases the HIV/AIDS pandemic. Large numbers of ex-combatants needing cash for drugs, increases criminality and violence. Short-term detoxification assistance is often insufficient to enable effective participation in vocational training. No DDR programme has yet looked into this issue with the seriousness it deserves. Cantonment provides an opportunity to check drug abuse and the principal for long-term reintegration is for communities to have a central role in treatment.

Fourth, sensitising communities to develop tolerance and understanding towards disabled people will facilitate reintegration. Providing rehabilitation and support services at the community level, including information and referral systems, counselling, peer support, skills training and accessible transport will also assist civilian disabled people.

Actions

Practical actions to promote inclusion, participation and access may include the following.

First, an inclusive approach means DDR processes adapt their structures and procedures to facilitate the inclusion of people with disabilities, rather than expecting beneficiaries to fit in with existing arrangements. It places the focus on all citizens and their entitlements to equal treatment, reinforcing that the rights of people must be respected. Facilities and service should be accessible to everyone[48].

Second, besides the needs for medical – and, for many, vocational – rehabilitation, there are three options available for employment of demobilized combatants. These are: (a) agriculture, (b) paid employment in employment-intensive infrastructure reconstruction, and (c) self-employment in micro enterprises and small business.

In order to prepare ex-combatants for civilian work, vocational skills training programmes are often proposed. These include the training of agricultural skills, rural non-farm activities, and skills for urban, informal sector self-employment. When such programmes are planned, the targeted trainees are invariably assumed to be non-disabled and disabled ex-combatants have rarely been among the trainees in training courses established for ex-combatants. The recommended inclusion of disabled trainees in mainstream training courses requires flexibility in organising training. For instance, the training facilities can be made physically accessible in order for those using wheelchairs to have access and the content of the training can be accessible to those with visual or auditory impairments.

This requires that information be provided to training administrators and instructors on ways to make buildings accessible and to make the presentation of training curricula suitable for those with special disabilities. It may also require, in some cases, information on the adaptation of tools and equipment. Provision of technical aids and devices, such as wheel chairs, crutches, glasses or hearing aids can greatly improve quality of life. The only "special" input that instructors may need to facilitate the mainstream training of disabled ex-combatants is information on how to train individuals with certain types of impairment. Assistance for ex-

[48] *CBR: A strategy for rehabilitation, equalization of opportunities, poverty reduction and social inclusion of people with disabilities*, joint position paper (ILO/UNESCO/WHO, 2004), p. 6.

combatants with disabilities needs to be linked with other social protection initiatives. For example, if ex-combatants suffer from auditory impairments as a result of war, it is unlikely that they would have learned sign languages by the time of training. In order to reduce a time gap, reintegration assistance for disabled ex-combatants needs to be linked with other disability assistance, including medical and social initiatives.

Third, a role for veteran disabled associations. By virtue of their disability, people can be invisible and lacking voice, to the extent that many disabled organizations have the expression 'nothing about us, without us'. Disabled people can provide expertise about access and inclusion that will impact on the quality of their participation. One pertinent example is ex-combatant associations. The main objective of ex-combatant associations is to obtain better treatment and facilities, especially equal opportunities for employment, training and reintegration in productive activities. While this is perhaps politically unattractive to some post-conflict governments, official support for an ex-combatants' association may prove useful. The active involvement of disabled ex-combatants in their own rehabilitation and reintegration should be encouraged, as it can contribute significantly to the ultimate success of such programmes. It may be beneficial, and even cost-effective, for post-conflict governments to facilitate the establishment of a representative association of disabled ex-combatants. It may be possible to distribute information more effectively and provide for an equitable distribution of rehabilitation assistance, training and reintegration benefits throughout a country.

Associations created by the disabled ex-combatants or war veterans themselves have proven to be effective intermediaries and advocates for equitable assistance. The establishment of such associations (local or national) is encouraged and should be officially supported as a means for effective representation and involvement of ex-combatants in the implementation of their own reintegration. In addition, such associations can be given responsibilities for the dissemination of information, provision of services and the implementation of programmes, to address the needs of disabled ex-combatants. For example, some disabled veterans' associations have become engaged in counselling or providing vocational training, credit for income-generating activities, and employment referral services. Some even operate businesses creating employment opportunities for their members.

Another function which some ex-combatant associations carry out is the provision of training in various kinds of basic life-skills. These are skills which enable former soldiers to deal with and manage personal and community conflicts through socially suitable methods of conflict mediation, reconciliation, stress management, and social organization. Furthermore, as training does not guarantee that they will find a job or enter into self-employment, the former soldiers need to learn skills for further learning, that is, they must become re-trainable as their economic possibilities require.

Fourth, training does not inevitably create employment. For the successful reintegration of ex-combatants, it is necessary to correlate labour market information on existing opportunities for employment and entrepreneurship with the trainees' capacities and the training offered. It follows that training and employment programmes for disabled ex-combatants must be provided parallel to, and in conjunction with, larger post-conflict employment creation programmes (such as training interventions and labour-intensive public works) for other war-affected people. But, as mentioned above, the disabled ex-combatants must be able to benefit from assistance that is specifically designed for the reintegration of able-bodied demobilized combatants.

Data on the number of disabled ex-combatants must be collected, providing information on the nature of their impairments (for example, disability desegregated data), as well as on their abilities and willingness to engage in vocational training and economic activities. This is best gathered as part of any data collection on ex-combatants, in general, during the encampment and/or the demobilization phases.

To facilitate the employment of disabled former combatants, some countries have adopted special policy measures, such as quotas, non-discrimination and positive incentives for employers.[49] Such measures, although welcomed particularly by disabled veterans, require that these individuals have the necessary skills and qualifications for the jobs. They have, however, often resulted in dissatisfied workers and employers and in the subsequent loss of the jobs offered.

[49] *ILO: Achieving Equal Employment Opportunities for People with Disabilities through Legislation- Guidelines*

In most post-conflict countries, rehabilitation and vocational training for disabled ex-combatants lacks financial and human resources. One consequence is that disabled ex-soldiers are among the most impoverished, discriminated against and marginalized – both socially and economically – members of society. They remain dependent upon the government, families and the general public for support. The design of most special rehabilitation programmes and centres for disabled ex-combatants assumes that essentially their needs will be met and that the civilian disabled population can then be served. This has implications concerning the designation of the responsible authority for the programmes and centres, such as a demobilization commission, a veterans' association, a government rehabilitation agency or the Ministry of Health. A lack of linkages and coordination with government rehabilitation agencies often results in the closing down of rehabilitation projects and centres once external funds run out. Exit strategies for rehabilitation projects should, therefore, be properly planned to guarantee governments' full responsibility, capacities and that resources will continue to be devoted to the disabled to avoid segregation.

Toolbox 6.4 Reintegration of children	
Conflict analysis: examine child recruitment	o Early and comprehensive analysis of why children joined armed groups before considering how to facilitate community reintegration.
Inclusive support for other war-affected children	o The needs of children formerly associated with armed forces and groups should be dealt with in line with the needs of other war-affected children, (for example, schooling, health care or vocational training). o Create special training and employment opportunities tailored to the needs of targeted boys, girls and youth and also allowing other children and youth to benefit from these opportunities. o Provide education and vocational training to children through existing schools and training centres, build capacity to provide training services to others. o Create employment and business development services to children targeted by reintegration components and gradually open these to other children. These should correspond to the needs of the community.
Psycho-social support and special care	o Psycho-social support based on a community approach should be offered instead of individual therapy. This should be designed to help children overcome distress, adopt new patterns of behaviour and improve their self-esteem. o Injured, disabled, and chronically ill children need assistance for community-based rehabilitation and long-term care projects. o Assessments on family's capacity to accommodate the child and services to enable social and community reintegration.
The role of communities	o Capitalize on existing community-level networks to raise awareness and needs of returning children. o Trace children's families and reunify them. Provide alternatives (foster families or orphanages) for those who are not able to or do not want to return to their families. o Cultural, religious and traditional rituals can play an important role in reconciliation and reintegration.
Education and training	o Formal education programmes that provide strong benefits in a supportive institutional setting. o For older children, offer basic education with vocational skills training activities and apprenticeships. Income-generating activities for children should be consistent with legal norms on child labour (minimum age, working conditions). Training in hazardous work should be avoided. Youth up to age 18 are protected by the ILO Conventions on child labour (Conventions 138 and 182). o Training in areas that do not respond to a market opportunity should be avoided, even if requested. Counselling and career guidance are important in this context. o Examine opportunities for providing apprenticeships to older children. o Address ex-combatants' needs for rehabilitation, education and training, who are child soldiers during the planning phase but adults during implementation (over 18 year olds). Children under 18 are not eligible for incorporation into security services as part of SSR50. o Life skills training to all children. This can include: adjustment to family and community life, the workplace and labour market, support groups, and health awareness (HIV/AIDS

[50] IDDRS OG 5.30: Children and DDR, Section 3.4 'Reintegration' (UN 2006)

	prevention education and drug abuse information, counselling, and support). o Provide specific support to girls who have been sexually abused during the time they spent in armed groups. o Offering vocational training which varies in duration from short, medium and long-term. Vocational training can be offered through centres, and include apprenticeships, community-based training and mobile training.

Toolbox 6.5 Reintegration of ex-combatants with disabilities and who are substance abusers	
Conflict analysis: **1) examine disability** **and** **2) examine substance use**	1. Carry out an early analysis of ex-combatants with different types of disability in order to provide for them in programme design; for example, the requirements of wheelchair-users and visually impaired ex-combatants are very different. Use the pre-registration profile survey of beneficiaries. 2. Assess addiction rates among different groups and capacities at the national and community levels to assist groups with substance addiction.
Education and training	o Information, counselling and referral services provided during the demobilization phase should ensure: o Broad dissemination of information on the assistance, benefits, pension schemes and other assistance made available to disabled ex-combatants. o Disabled ex-combatants have equal access to: education, a wide range of vocational skills training, apprenticeships and income-generation opportunities. Caseworkers are trained effectively to orient these options. o Adapt procedures, practices and premises of education/training centres to facilitate access to disabled beneficiaries. Use existing and limited special rehabilitation centres for use by those with significant disabilities. Such facilities should be community based and be oriented to transitioning people with disabilities to mainstream service programmes and activities. o Provide technical aids and assistive devices, such as crutches, glasses, white canes, hearing aids; adapt equipment or communication methods, for example, Braille computers and sign-language interpretation. o Provide specific rehabilitation services to those who suffer from psycho-social health problems.
Preparing communities[51]	o Provide rehabilitation and support services at community level, including information and referral systems, counselling and peer support, accessible skills training, and transport. o Adapt tools and workplace accessibility to make it easier for ex-combatants with physical disabilities to be more productive when working in agricultural or other jobs. A Handbook on adapting tools for physically disabled has been developed for this purpose[52], and the ILO actively advocates the recruitment of disables. o Support ex-combatant and community groups to establish SHOs to help those with substance addiction, linked up with national programmes and referrals. o As part of general awareness campaigns, include disability awareness training for receiving communities.

[51] The following material is useful to improve workplace accessibility. ILO: *Making ILO Offices Accessible to Persons with Disabilities: Access Handbook.* (Geneva, 2005). A PDF version is available at: http://www.ilo.org/intranet/english/bureau/pers/download/accesshandbook05.pdf

[52] See: ILO: *Handbook Accessibility and Tool Adaptations for Disabled Workers in Post-Conflict and Developing Countries* (ILO, 1997).

6.5. People living with HIV/AIDS

HIV/AIDS is not just a medical concern but relates to broader economic, social, demographic and political issues. It is a major threat to the world of work, as it affects the most productive segment of the labour force. It depletes skilled labour, increases production costs, reduces productivity and inhibits economic progress. HIV/AIDS threatens the livelihoods of many workers and those who depend on them including families, communities and enterprises. Misinformation and misunderstanding about transmission and prevention can be commonplace. Discrimination and stigmatization against women and men with HIV threaten fundamental principles and rights at work, and undermine efforts for prevention and care.

Exclusions and Challenges

The relationship between AIDS and conflict is complex but the two are often mutually reinforcing. HIV flourishes in conditions of poverty, social dislocation, gender inequality, and disruption of access to health services. Conflict may lead to increased risk of HIV transmission, as a result of the breakdown of social networks, loss of normal and stable life, and increased economic vulnerability and sexual violence.

The impact of HIV/AIDS should be considered in DDR activities, as many factors may put combatants and ex-combatants at increased risk. Even in peacetime, rates of sexually transmitted infection prevalence are greater among soldiers than comparable civilian populations. Soldiers are typically young, sexually active and may seek commercial sex. Ex-combatants' age, mobility and culture of risk-taking all have implications for their exposure to risk. In conflict situations, the main perpetrators of sexual violence and exploitation are often armed forces or groups. In some cases, rape and sexual abuse are used as a weapon of war. Furthermore, child soldiers are often sexually active at an earlier age than children in their home environment. The breakdown of social networks and separation from home may lead people to use sex as a survival strategy. Risky sexual behaviour may also continue after demobilization.

The greatest risk of HIV infection occurs in a post-conflict phase, necessitating specific instruments and methodologies in response. Ex-combatants are most vulnerable to contracting or transmitting the HIV virus following demobilization as they re-enter civilian life, ready to celebrate their end of service, with money in their pockets, and they often end up in situations that facilitate HIV transmission, such as unprotected sex with non-regular and/or multiple partners. Post-conflict transition is also associated with substantial population movement, reunification of families, deployment of international aid workers, international peacekeepers and civil servants, and demobilization of ex-combatants and others associated with armed forces. The combination of the movement of people with conditions of dislocation and insecurity is associated with the spread of disease in general, including HIV.

Gender awareness is also essential as there are differences between male and female roles and authority, including access to information and decision-making on health matters, which heighten vulnerability. It should also be noted that the burden of care for unwell dependants tends to fall more heavily upon women and this will impede their access to decent work.

Specific Needs

The multi-sectoral nature of DDR presents many opportunities for HIV/AIDS prevention, care and treatment. The most important aspect is to first recognise the need to mainstream HIV/AIDS in all DDR processes and to ensure that HIV-positive status is not grounds for exclusion from benefits of DDR programmes. Thus the most effective responses are voluntary testing, confidential counselling, support and treatment, focusing on awareness, training and prevention.

Another key element is to integrate and align all DDR efforts with national HIV/AIDS, health and development policies and programmes, to strengthen local capacity and ensure interventions are culturally relevant. DDR programmes are relatively short-term and small compared to longer-term national health plans. This would also help create coherent and harmonized HIV/AIDS responses, sustainability and strengthen local health systems. Specific actions should include training peacekeepers on sexually transmitted infection prevention and sensitizing communities to limit the spread of the disease and reduce stigma. In the spirit of decent work, there should be no discrimination against workers on the basis of real or perceived HIV status. A community approach is required to be truly inclusive and generate effective, widespread behavioural change on an issue that affects all.

As stated, increased commercial or survival sex in communities can occur in situations of conflict or high unemployment. Thus poverty reduction, income-generation and vocational training programmes are vital parts of community reconstruction to reduce social risk factors of transmission.

Actions

Although post-conflict reconstruction processes may be heavily burdened, in situations where HIV/AIDS DDR activities cannot take place during demobilization they should not be discarded but included in the next sequenced activities.

During demobilisation, the cantonment period provides an opportunity to provide medical exams and gather heath data. It is an opportune time to address health issues, begin awareness training and provide the target groups and their dependants with basic knowledge of preventive measures, as well as information about services available after discharge. Confidential Voluntary Counselling and Testing (VCT) should be provided with concrete support, such as eligibility for WFP nutritional support and microcredit programmes. Medical exams and care should be combined with prevention and education interventions.

HIV/AIDS can inhibit the reintegration process of ex-combatants. Ex-combatants entering a community of return may be stigmatized as outsiders, linked to conflict and violence, and blamed for bringing unwanted change, trouble and disease. During reintegration, it is advisable that the focus shifts to receiving communities and linkages to broader recovery and humanitarian assistance. Community capacity enhancement and public information programmes, reduced discrimination, more equal gender relations, and public information campaigns will sensitise receiving communities and reduce stigma, enabling HIV-affected individuals and their dependents to lead full and productive lives.

Efforts will be most effective if channelled through focal points. These individuals can involve local people living with HIV in planning and implementation and also identify possible change agents and devise peer education programmes. If community members and ex-combatants can work together to combat AIDS, this will assist social reintegration and dispel negative attitudes. It is also important to recognise that peacekeepers who have undergone awareness training can also be important change agents.

Post-conflict situations need to be mapped to identify factors of risk for HIV transmission and local capacities to respond. Assessments should provide information on demand by ex-combatants for condoms, provision of post-exposure prophylaxis kits, data on the potential of ex-combatants to be used as AIDS outreach workers as part of their reintegration, and issues related to community acceptance of HIV-positive returnees. Possible tools to create targeted and effective interventions are awareness-raising materials, peer education programmes, and development of key monitoring and outcome indicators.

Toolbox 6.6 Reintegration and HIV/AIDS	
Assessments	o During the planning process for reintegration, a risk-mapping exercise and assessment of capacities at community level should be carried out. This should include an inventory of actors on the ground and existing facilities and programmes, especially HIV voluntary counselling and testing (VCT) facilities and treatment providers.
Preparing communities	o The reintegration programme should plan and budget for: o Community capacity enhancement: HIV/AIDS prevention education and support for community forums to talk openly about HIV/AIDS and related issues of stigma, discrimination, gender and power relations. This enables communities to define needs and address concerns. o Public information programmes: Media/public information campaigns should raise awareness among communities, but avoid stigmatizing any groups. Ex-combatant leaders could also apply HIV/AIDS prevention education messages to their own groups.
Provision of services	o Integrating DDR responses into national HIV/AIDS strategies is vital. This ensures HIV-infected and affected people are able to receive information about rights and services and long-term and sustainable health infrastructure. In countries with effective national prevention and treatment programmes, it may be relatively simple to do this, however, community involvement and creative solutions will be needed in situations where combatants will return to areas where testing and treatment are not available.
Education and training	o Life skills training which has a component on HIV/AIDS prevention education should be provided to all ex-combatant groups receiving education/training services. o Adapt education/training centres, workplace and working conditions so HIV-infected ex-combatants can participate in education/training and work opportunities.

Annexes

Annex I. Tools

Tool 1	Survey of ex-combatants
Tool 2a	Labour Markey Analysis: Steps for Key Informants' Survey (KIS)
Tool 2b	Labour Market Analysis: Generic Questionnaire
Tool 3	Territorial diagnosis and institutional mapping (TDIM)
Tool 4	Gender and DDR checklist
Tool 5	Setting up employment services
Tool 6	Checklist of successful integration
Tool 7	Checklist for Monitoring and Evaluation
Tool 8	Assessing psycho-social and reconciliation needs
Tool 9	Labour-based approaches in the rebuilding of physical infrastructure

Tool 1: Survey of ex-combatants[53]

This qualitative form is often used as a follow-up to a more quantitative questionnaire, with more pre-coded choices, which allows for speed answering and processing. Often the quantitative forms questionnaires are used first and followed-up by this more detailed questionnaire that allows going beyond quick multiple-choice replies that gives only a very generic impression but can hardly be used for reintegration planning. This form needs to be formatted with extra lines to allow appropriate in-depth answering and reporting.

Generic questionnaire[54]

(Use a separate sheet for each part)

Part I. **Page 1 Serial no.**

Identification data

1. Name: .....
2. Age/date of birth: .....
3. Sex: ❒ M ❒ F
4. Marital status: ❒ (a) Married ❒ (b) Divorced
   ❒ (c) Separated ❒ (d) Widower/widow
5. No. of dependants (including children, parents, brothers and sisters, and other you are responsible for): .....

6. (a) Occupation of father: .....
   (b) Address: ..... 7. (a) Occupation of Mother: .....
   (b) Address:.....
   .....
8. Your home area:
   village/town: .....
   district/province: .....
9. Where will you live after demobilization?
   (a) Area: .....
   (b) Why is it different from your home area/village/town:.....

Part II. .

Education, work and experience

10. What did you do before joining the army/armed group?
    (a) Attended school ❒
    (b) Worked ❒

[53] Based upon ILO: Manual on training and employment options for ex-combatants, *op. cit.*, pp. 195-202.

(c) Other ❒ Specify: .....

11. (a) Name of school attended: .....

(b) Degree obtained: .....

(c) Final grade obtained: .....

12.A (a) Did you receive any training before joining the army/armed group? ❒ Yes ❒ No

(b) Skill: …….....

(c) Duration of training: .....

(d) Name of centre: .....

(e) Address: …….....

(f) Did you receive any training while in the army/armed group?.....

12.B. Did you receive any informal training such as at home, through family, friends or apprenticeships?.....

13.A (a) Years you spent in the army/armed group:.....

(b) Rank reached: .....

(c) Type of work you carried out in the army (e.g. soldier, vehicle driver, cook, orderly/messenger, medical/paramedical, wife etc.).....

13.B What training did you receive during your time in the armed force?.....

14. What will you seek to do to earn a living after demobilization?

- ❒ Salaried work
- ❒ Join family business
- ❒ Create a business (self-employed, micro-/small enterprise, cooperative)
- ❒ School first
- ❒ School combined with work
- ❒ Other (specify): .....

.....

15. What do you know about the reintegration programme? ……

……..

16. Will you need any assistance from this programme? ❒ Yes ❒ No

17. Which activity of the programme do you like to benefit from?.....

……..

18. Can you indicate a second choice? .....

19. Can you give any reasons in support of your choice of activity?

.....

☝ Note: in order to answer question 17 the options need to be determined based upon the assessments made in C. especially on the results of the opportunity mapping and on the basis of the design reintegration strategy (↳ see D). Example: the strategy might be often work combined with school to the youth, in that case the options work or school are not exclusive.

Part III.

Employment

Salaried work,

What job or occupation would you like to find? .....

What help do you think you to find and be recruited for those jobs?

.....

Self-employment/micro-enterprise/small business

20. What work will you seek to do to earn a living after demobilization?

- ❒ Self-employed
- ❒ Family business
- ❒ Cooperative
- ❒ Other (specify): .....

.....

21. What objective do you want to achieve by engaging in this type of business activity?

.....

22. Did you engage in this type of business activity before joining the army? .....

.....

23. Can you describe your ideas about this activity?

(a) Which products, goods or services do you propose to produce/provide?

.....

(b) Where will you make/prepare them?

.....

(c) Where will you sell them?

.....

(d) Who else is making same/similar products?

.....

(e) Why do you think your product will sell?

.....

(f) What raw materials will you require?

.....

(g) Where and how will you get them?

.....

.....

(h) How much time will you spend making/preparing the product?

.....

(i) How much time will you spend selling it?

.....

(j) What resources will you require?

.....

.....

(k) What assistance will you require to engage in this activity?

More schooling: ❒ Yes ❒ No

Management/training ❒ Yes ❒ No

Skill training: ❒ Yes ❒ No

Technical help: ❒ Yes ❒ No

Tool kit: ❒ Yes ❒ No

Credit: ❒ Yes ❒ No

Marketing: ❒ Yes ❒ No

Other (specify): .....

(l) If you take a loan, do you think you can repay it ❒ Yes ❒ No

by the sale of the product?

(m) What is the amount of loan you will need? .....

(n) How long do you think it will take you to repay it? .....

(o) How long do you think it will take for the activity to become self-financing?

.....

(p) What are the risks of the activity?

.....

24. (a) How many hours a day are you available to work?

.....

(b) Do you need any childcare facilities when you are working?

.....

25. Any other remarks concerning your business activity?

.....

.....

☝ Note: This is not an appraisal or feasibility form. The intention is to assess the individual in terms of: aptitude, motivation/determination, ability to understand/interpret the selected activity, and its related needs and risks.

Part IV.

Health and medical form

26. Are you suffering from any disease?

(a) ❒ Yes ❒ No

(b) If yes, specify: .....

..... 27. Are you taking any medication?

(a) ❒ Yes ❒ No

(b) If yes, specify: .....

.....

28. Do you have any disability? What assistance or support if any do you need in carrying out your daily activities?

(a) ❒ Yes ❒ No

(b) If yes, specify: .....

.....

.....

29. Do you need any assistance as concerns your health status?

(a) ❒ Yes ❒ No

(b) If yes, specify: .....

30. Do you use drugs?

(a) ❒ Yes ❒ No

(b) What kind?

(c) Since when have you been using this?

❒ one month

❒ one year

❒ more than one year

31. Any other remarks concerning health: .....

.....

Tool 2a: Labour Market Analysis: Steps for Key Informants' Survey (KIS)[55]

The Guidelines below (divided into modules) present practical suggestions for conducting a Key Informants' Survey (KIS). The planning and operation of these Guidelines include three major steps, each containing a number of "modules" which, in practice, are usually linked in various ways.[56]

Users of the Key Informants approach should be aware that it is not necessarily representative of the total situation, since it not based on a scientifically selected sample. It is a summary of the views and opinions of (hopefully well-informed) local informants. The reports of these informants may overlap or miss certain areas or households. In particular, it is not possible to arrive at estimates of the number of people or households with particular characteristics when using this approach. It is possible to obtain very useful background information.

A. PREPARING A KEY INFORMANTS' SURVEY

Module 1. Consultations with potential users of Key Informants' data
2. Types of information to be collected
3. Preparing and approving questionnaires
4. Selecting Key Informants

B. IMPLEMENTING A KEY INFORMANTS' SURVEY

Module 5. Preparing practical instructions for field work
6. Carrying out a pilot survey
7. Conducting the full interviews

C. ANALYSING AND DISSEMINATING SURVEY RESULTS

Module 8. Processing and analysing data
9. Preparing survey reports and evaluations

It is important to remember that these Guidelines are suggestions and that in each country or community where KISs are conducted, modifications might be required to suit local post-conflict circumstances.

A. PREPARING A KEY INFORMANTS' SURVEY

Module 1: Consultations with users of Key Informants' data

The first step is the designation of the partner organizations, namely the relevant government ministries and the agency responsible for reintegration. In war-affected countries, special bodies are usually set up to formulate and implement demobilization and reintegration programmes, as well as to facilitate economic reconstruction and development. However, more cooperation is required between the reintegration agencies at national and local levels and the government ministries which take responsibility for generating employment and monitoring labour markets. Therefore, this survey needs to have the DDR-institution, as well as the Ministry of Labour as stake holders. If the country has a functioning labour market information (LMI) office, they should be the owners of the KIS programme. In most cases, a KIS steering committee should be set up and include the national statistical agency.

[55] See ILO: Manual on training and employment options for ex-combatants, *op. cit.*, pp. 207-226.
[56] The modules here are a shortened version of those outlined in J.-B. Celestin: Labour market asssessments for the reintegration of ex-combatants in war-affected sub-Saharan African countries: Practical Guidelines, Labour Market Policies Branch (ILO, Geneva, 1995).

To begin a process of information gathering through KIs, it is important to set an agenda for the surveys and determine the tasks of the different stakeholders at a first meeting. An example of key points to be addressed:

⇒ Items of information to be covered
⇒ Potential users and sponsors (DDR and beyond)
⇒ How to get the opinions of users
⇒ Inputs and facilities required from other agencies/services
⇒ Resource persons needed
⇒ Cost of KIS

A small test or pilot survey, to prepare the ground for a full KIS should be organised. It should contain a full presentation of the types of data to collect for the DDR and indicate the choice of priorities, such as:

⇒ Evaluating existing government plans that concern reintegration of war-displaced populations in specific areas
⇒ Providing information on the prospects for economic development and employment;
⇒ Helping develop new policies and programmes that facilitate employment promotion;
⇒ Using more efficiently structures and resources (for example, employment services and training centres) to better utilize human potential;
⇒ Helping plan the use of resources (for example, national and external funds, human potential, networks of information and business expertise, etc.) to develop new employment and training projects;
⇒ Identifying areas of high return of ex-combatants.

Below are some examples of the type of information that KISs should attempt to provide in war-affected countries:

Employment promotion programmes:

⇒ to provide a data base for local programmes (for example, on local labour markets and labour-intensive public works programmes);
⇒ to create more productive rural jobs (formal and informal, farm and non-farm sectors).
⇒ Human resources:
⇒ to assist the target group to locate and select appropriate training courses and to move to new jobs.
⇒ Labour market indicators:
⇒ to verify the extent to which the lack of basic skills limits the capacity of the labour market to absorb the target group;
⇒ to develop local projects concerned with literacy, education, and the creation of basic skills.
⇒ Vocational training programmes:
⇒ to identify shortages of skilled workers and skilled tasks for which more specialized training is needed;
⇒ to improve rural survival and entrepreneurial skills.

Module 2: Types of information to be collected

Once the survey's objectives have been set by the Key Informants' steering committee, the data requirements should be translated into specific items of information to be obtained from the selected KIs. All existing sources of data relevant to the KIS should be examined, to determine if any of them can meet the users' needs.

Depending on the needs which have been identified in the initial pilot survey, there are two main types of KISs:

⇒ The multi-purpose surveys, usually carried out where the population census is organized at long intervals or in cases where the existing data base does not cover certain activities, such as

community-based programmes and labour-intensive works projects. Questions may cover issues, such as main sources of income and local craft activities. In this type of survey, the socio-economic structure of the areas covered can be as important as the employment aspects.

⇒ Specific-purpose surveys, of particular relevance in providing further and more frequently needed information on specific problems. Typical examples relate to:

- Monitoring the local impact of programmes
- Assessing the effects of investment and development projects on local employment
- Identifying skill gaps for some occupations

With specific-purpose surveys, it is easier to adapt users' needs of the DDR programme. It is necessary, though, to carefully select the KIs.

Multi-purpose surveys are particularly relevant in countries where government and DDR programme managers wish to have an integrated approach to planning reintegration. "An important strategic choice faced by reintegration programme planners is whether to emphasize tailored programmes for ex-combatants and their families, or whether to support programmes in which ex-combatants participate, but which are not restricted to this target group."[57] Labour-intensive public-works projects, for example, are usually intended to benefit many disadvantaged groups or war-affected people in general.

Mixed surveys involve, by definition, elements of both multi-purpose surveys and specific-purpose surveys.

Typical indicator

Although employment needs differ between countries, as well as between military forces in the same country, and some of the information sought varies accordingly, there exist indicators which are commonly included in KI surveys. Typical key indicators would be, for example:

⇒ location
⇒ infrastructure
⇒ social facilities, etc.
⇒ Population
- education
- working age

⇒ Economic activities
- development projects
- handicrafts

⇒ Labour force, employment situation and trends
- labour force structure
- seasonal employment
- non-agricultural occupations with labour surpluses
- programmes and projects to create employment
- methods of finding work
- actions or incentives to improve the conditions of war-affected people
- self-employment prospects for disabled persons
- migration trends
- seasonality
- individual motivation

⇒ Vocational training programmes
- traditional skills needing upgrading
- specific skills or tasks in demand for which training should be improved

[57] See World Bank: Reintegration of military personnel in Africa: The evidence from seven country case studies (*African Regional Series*, Report No. IDP-130), Discussion Paper, Oct. 1993, p. xi.

- o new training programmes required to maximize local human resource potentials

Module 3: Preparing and approving questionnaires

After determining the kind of data to be collected, the KI steering committee has to find a suitable format for the questions so that they are not culturally or politically counter-productive. All questions should relate to employment- and income-generating activities and be closely linked to the economic environment of the local community or the relevant economic sector. The issues most frequently included in a KIS questionnaire are:

⇒ Personal characteristics of the KIs

⇒ Household characteristics of the interviewed target group:

- o number of members
- o working/non-working members
- o education
- o income
- o assets (land, live stock, other assets)

⇒ Labour force:

- o employment and unemployment
- o under-employment
- o non-resident or non-national workers
- o emigration, temporary or permanent
- o seasonal variations in employment

⇒ Manpower shortage

- o skills in short supply
- o forecasts of future skill demand
- o methods of recruiting skilled workers

⇒ Vocational training

- o training needs by occupations or basic skills (for example, in the formal economy, cooperatives, etc.)
- o improvements needed in training programmes or methods

⇒ Employment situation and prospects

- o small-scale and cottage industries
- o factors restricting employment (in agriculture, fishing, industry, construction, etc.)
- o forecasts of short-term employment trends
- o needs for special employment creation projects

⇒ Infrastructure and social facilities

- o housing
- o health services
- o transportation

Identifying needs and solutions:

The reason for using local survey KI participants is to identify the target groups' needs through their own members' active involvement. By doing so, the local development authorities will stand a better chance of obtaining realistic information as seen from the "bottom" of economic needs. Planners or assistance programmes can thus find more appropriate solutions which will be more acceptable to individuals and community-level target groups.

It is useful to examine ways by which to link the identification of needs with the discovery of solutions and the development of corrective activities (employment promotion methods and assistance that are effective). Furthermore, an approach must be developed for each survey that involves the target groups themselves in the process of identifying their community's needs and formulating and implementing the solutions.

Check list of the main objectives in identifying people's needs:

⇒ understand the employment problems as completely as possible,
⇒ define the characteristics of the target groups,
⇒ identify the scale of the problem,
⇒ know how to locate the target groups,
⇒ generate solutions, and
⇒ promote action.

Module 4: Selecting Key Informants

The Key Informants who conduct the survey are usually local individuals who occupy positions of authority or enjoy special respect in their community. Sometimes they are also part of the target survey group. These individuals may or may not belong to a household that has among its members ex-combatants (men, women, children, disabled persons), migrants or other vulnerable people. They are mostly men and women who are involved in a specific economic sector, for example, in informal enterprises, leaders of a village cooperative, owners and managers of a small business, or they may be mastercraft workers who employ apprenticeship trainees and interns.

In the context of demobilization and reintegration programmes (DRPs), it might be necessary to design the questionnaires to match the situation in which the ex-combatants or other target groups are presently in: (1) a questionnaire addressed to selected Key Informants among the soldiers who are undergoing demobilization in order to then have them interview their colleagues; (2) a questionnaire addressed to selected Key Informants among the demobilized combatants once they have gone to their places of settlement (traditional or new homes) in order to then survey the ex-combatant population which has also settled following their demobilization; (3) a questionnaire addressed to selected KIs among local leaders of a community and NGOs, small enterprise owner/managers, or other well informed persons.[58]

The process of selecting the KIs should be carried out through collaboration amongst all those concerned at both national and local levels and, especially in consultation with the officers in charge of the localities (provinces, districts, villages, etc). The latter would be able to advise on suitable informants for the KISs and to participate in an advisory capacity in the deliberations of the local management committee (if any) or in a mechanism that can continue to conduct similar surveys at a later stage. The number of participating key informants generally should be higher than is likely to be necessary, bearing in mind that some of them may be unable or may not wish to reply. Furthermore, at least two to three informants are needed per selected district or village in order to cover various economic sectors.

It may be necessary to establish a provisional list of participating informants for the KISs with the help of government services, village leaders, NGOs, community-based project managers and other well-informed groups of people. This list should be submitted to and approved by the KI central steering committee at an early stage.

The following factors should be retained:

⇒ Length of residence in the area. This factor is very convenient for a continuing survey, that is, when repeated enumeration spread over a considerable period of time is involved.
⇒ Age: an important characteristic of all types of survey is the person's age, implying the exclusion of individuals below a certain minimum age and possibly of old persons above a certain maximum age.

[58] See also ILO: An ILO manual on concepts and methods: Surveys of economically active populations, "Questionnaire development and design" (Geneva, 1992).

⇒ Degree of local responsibility.
⇒ Socio-economic group.
⇒ Work experience and specialized knowledge in selecting and evaluating reintegration programmes.

B. IMPLEMENTING A KEY IN FORMANTS' SURVEY

Module 5: Preparing practical instructions for the field work

The next step is to draft instructions for fieldwork. This step begins once the questionnaire and area survey and the final list of KIs have been approved.

Key topics regarding instructions to interviewers might be the following:

⇒ operational convenience and practicality;
⇒ questions and answers (as precise as possible);
⇒ how to get answers to unusually difficult questions involving, for example, personal and political factors;
⇒ close supervision, control and observation;
⇒ rapid feedback;
⇒ resolving clearly delimited, specific issues and problems.

Operational Guidelines for the KIs should give clear orientations and state the confidential character of the survey, as well as contain suggestions for a positive way to conclude the interview. These instructions should be discussed in the sponsoring agency, preferably with a small group of interviewers who will be entrusted with the task of carrying out the pilot survey.

Module 6: Carrying out a pilot survey

The pilot survey is the most crucial step of the overall survey process before full-scale operations are implemented. It is intended to verify whether the decisions taken in Modules 2 to 5 are likely to present any problems which must be solved before committing resources to the survey proper. It should, therefore, cover a large and representative sample, as well as the type of staff, field organization, supervision and quality control procedures.

Evaluation is an essential part of the pilot survey's successful completion. The key features to measure and evaluate are: the extent to which certain types of questions are correctly or incorrectly answered; the extent to which there are gaps which need to be filled; and the usefulness and effect of advice given to the interviewers. The results of such an evaluation exercise should be used to improve the quality of the questionnaire for the main survey, for example, by identifying any means of action that may be required and by reviewing the effectiveness of the content, structure and timing of the main survey's programme.

Module 7: Conducting the full interviews

The training of the KIs for the interviews which they are to be conducted is a principal determinant of the **quality of data obtained. The amount of training required depends on the background and experience** of the interviewers.

Key topics for training of interviewers are, for example:

⇒ general background information on the survey, including relevant organizational and design aspects;
⇒ detailed explanation of the KIS concepts and questionnaire;
⇒ instructions for dealing with difficult cases;
⇒ techniques and procedures of interviewing;
⇒ procedures for checking the information collected;

⇒ instructions on how to identify and solve specific problems.

C. ANALYSING AND DISSEMINATING SURVEY RESULTS

Module 8: Processing and analysis of data

Following the conduct of the full interviews, the major practical survey operations include: data preparation and processing, coding and clearance of qualitative raw material. It should be emphasized that the latter is of particular importance in respect to the reintegration programmes for ex-combatants and the rehabilitation of disabled combatants and other war victims, but as already mentioned, care must be taken in using these results since they may not be representative and because the KI approach does not provide reliable numbers (since there may be duplication or omission).

Data processing:

Data processing has often been called the "bottleneck" of a survey. This is because many surveys have suffered from cost excesses, major delays, or even complete failures at the data processing stage.

It is useful to distinguish two phases in this operation: data preparation and data processing proper. Both steps in the process are integrated to some extent. Data preparation relates to the manual editing of the data in the field (survey area) by the sponsoring agency; assigning numeric codes to the information obtained, describing data collected and checking on the completeness of the samples enumerated. Data processing proper refers to data entry into a computer or file, editing and correcting the data, and performing other operations, such as tabulation and analysis. This phase could require computer facilities along with the use of a systems' analysis programme.

For the policy-making process, the best way of collecting the data is to prepare a schematic model of the most significant tables and then to use worksheets on which to extract material to be summarized from the questionnaires to prepare the final tables.

Coding:

Coding refers to the process by which numeric values are assigned to questionnaire entries. The process involves the development of a coding frame and the assignment of each response to a particular code (or category). The complexity of the task depends on the nature of the coding frame, the range of responses to be coded and the relationship between the two. In KISs, especially in the war-affected African countries, the coding should be as simple as possible and made with the help of a well-experienced statistician. A simple numbering of the questionnaires is required, possibly with some subdivisions for each survey, in accordance with either the national classification or international standards.[59] In conventional KISs, the most important items that need to be coded are the description of employment and the status of employment.

For items based on questions involving qualitative responses, the coding system may be more difficult. Examples are various questions seeking reasons for working less than full time, for not seeking a job, etc. It is possible to simplify coding for qualitative questions by making special notes of the responses. Such notes may refer to:

⇒ summary of opinions, perceptions, attitudes and judgements about major employment and training problems and possible solutions;
⇒ summary of replies making comments and suggestions about specific employment creation programmes;
⇒ summary of views on relatively important points which were not included in the questionnaire.

[59] ILO: *International Standard Classification of Occupations (ISCO)* and United Nations: *International Standard Industrial Classification of All Economic Activities (ISIC).*

Module 9: Preparing survey reports and evaluation

The last practical issues involved in carrying out a KIS concern reporting strategy and evaluation. The purpose of this report is to analyse and present the results in a way which satisfies the needs of the consumers, such as:

⇒ policy-makers in the government ministries concerned;
⇒ people engaged in reintegration programmes for ex-combatants;
⇒ disabled ex-combatants and other war victims, who will go back to find work;
⇒ NGOs and community-based programme managers;
⇒ agencies and services which collaborate with reintegration and employment creation programmes;
⇒ labour market, employment and training policy specialists;
⇒ employers' and workers' organizations/associations.

The report should encourage early release of the principal findings and might need to contain different sections that highlight the following:

⇒ the main findings, notably about employment and training questions;
⇒ the purpose of the survey, as well as an account of the initial effort to identify the needs of users, how the survey was designed to meet these needs and the organization and implementation of the survey;
⇒ the main conclusions drawn from analysis of the data collected. These should contain the most significant points which emerge from a consensus of opinions among the key informants themselves and which are directly relevant to labour market policies;
⇒ the problems encountered by the KI central steering committee in obtaining user's cooperation, interviewing the individual KIs and coping with difficulties in data processing;
⇒ cautionary comments on the reliability and lack of representativeness of the results.

The dissemination of the results should be aimed at improving LMI utilization. It is important that the KIS results are made available to prospective consumers of the data. To this end, the sponsoring agency should try to establish user-oriented computer data banks, as well as printed material for dissemination to NGOs, reintegration and training personnel and other employer/employee associations.

Finally, the quality of survey data depends upon the following three characteristics:

1. Their relevance to the needs of users. Relevance is the most fundamental aspect of data quality. The content and methods of the survey should be designed to measure what is required by the users.

2. Their timeliness. This characteristic concerns current appropriateness and punctuality; that is, the time taken to complete various stages of the operations followed by a timely delivery of the findings according to a predetermined schedule so that data will not be outdated when they reach the consumer.

3. Their accuracy. The quality of a survey is generally taken to mean its closeness to the targeted population60 and this is not guaranteed when using the KI approach, as opposed to a scientifically-designed sample survey (which is often not possible to undertake during or immediately after conflict).

[60] ILO: An ILO manual on concepts and methods, *op. cit.*, p.310.

Tool 2b: Key Informant Survey (KIS)

Labour Market Analysis: Local resource person interview

Generic questionnaire

PART I **Identification Data**

1. Name of the key informant:

2. Position/occupation:

3. Sex: Male ❒ Female ❒

4. Age: ☐

5. Name of district/village:.....

6. Since when living in this district/village?.....

.....

PART II **Population of the district/village**

		Male (Number or %)	Female (Number or %)	Total (Number or %)
7.	Population of the village or district:			
8.	How many ex-combatants and disabled:			
9.	Persons in the age group 15-24 years:			
10.	How many ex-combatants or disabled in this group?			
11	How many children associated with armed groups			
12.	How many households in the village?			
13.	Number of households/ex-combatants:			
14.	Working population of the district or village:			
15	Working ex-combatants in the village:			

15. Is the district or village likely to attract the resettlement of more demobilized combatants?

Yes ❒ No ❒

PART III Education and training potential of the district/village

16. Existing educational institutions:

Primary school ❒

Middle-level school ❒

Secondary school ❒

Professional school ❒

Vocational training school ❒

University ❒

Any others (please specify):.....

		Male	Female	Total
17.	Educational composition of the population:			
	Graduates and above			
	Matriculates but below graduate			
	Literate			
	Illiterate			

		Male	Female	Total
18.	Educational composition of working force:			
	Graduates and above			
	Matriculates but below graduate			
	Literate			
	Illiterate			

19. Training requirements for ex-combatants and disabled (occupations in which skilled workers are not available):.....

.....

.....

20. Skills needing training and/or upgrading: .....

.....

.....

21. Existing training centres/providers in the district or village:.....

.....

.....

22. Training presently received by ex-combatants or disabled:.....

.....

.....

23. New courses in which training is required for ex-combatants:.....

.....

.....

24. Other comments on training facilities:.....

.....

.....

PART IV Economic and employment prospects

A. Employment/unemployment

25. Distribution of working population among the following activities

	Male	Female	Total
Public sector personnel:			
Sales/trade/banking:			
Workers in small-scale industries:			
Farmers			
Agricultural labourers			

Artisans (please specify):			
Other workers (please specify):.....			

26. Are there ex-combatants or disabled living in the village who are fully employed? Yes ❒ No ❒

27. If yes, approximately how many? ☐

28. How many ex-combatants or disabled are unemployed in the village?

Uneducated	☐
Educated	☐
Graduate	☐
Vocationally trained	☐

29. How can they obtain jobs?

	Yes	No	Why?
Employment services	❒	❒	.....
Advertisements	❒	❒	.....
Relatives/personal contacts	❒	❒	.....

B. Employment and migration

30. Number of returned combatants who have left the village in search of jobs elsewhere ☐

31. Where to?.....

C. Employment opportunities

32 Are there any manufacturing units in the district or village which provide employment to people? Yes ❒ No ❒

33. If yes, about how many people from the village are employed in these industries?

34. Are there any job opportunities for ex-combatants/disabled in these industries?

Yes ❒ No ❒

35. Are there any such industries outside the village but within 15-20 km where demobilized military can find employment? Yes ❒ No ❒

36. Is the available employment (within or outside the district or village) seasonal or year-round?

	Agriculture	Industry	Others
Monthly seasonal			
Seasonal, some year-round			
Mostly year-round			
Farmers			

37. How did you hear about the reintegration programme for demobilized military?

.....

.....

38. In the context of the reintegration programme, what are the main economic activities which could

be of interest to ex-combatants and disabled? (Please specify).

.....

.....

39. Do you think there is a chance to develop the following activities with a view to creating jobs for ex-combatants and disabled?

	Most likely	likely	not sure	unlikely	most unlikely
Microenterprises	❒	❒	❒	❒	❒
Cooperatives	❒	❒	❒	❒	❒
Public works programmes	❒	❒	❒	❒	❒
Local employment initiatives	❒	❒	❒	❒	❒
Rural development and non-farm activities	❒	❒	❒	❒	❒
Informal sector activities	❒	❒	❒	❒	❒
Handicrafts	❒	❒	❒	❒	❒
Construction activities	❒	❒	❒	❒	❒
Others	❒	❒	❒❒	❒	

(please specify).....

40. What assistance would be needed to develop those activities?

	Most needed	needed	not sure	slightly needed	not needed
Raw materials/equipment	❒ ❒	❒	❒	❒	
Skill training	❒ ❒	❒	❒	❒	
Marketing	❒ ❒	❒	❒	❒	
Credit	❒ ❒	❒	❒	❒	
Technical support	❒ ❒	❒	❒	❒	
Others (Please specify)	❒ ❒	❒	❒	❒	

.....

41. New occupations coming up (Please specify): .....

.....

42. Other views and opinions on employment opportunities in your district/village:

.....

.....

.....

Interviewer and/or key informant Date

_____ _____ _____

Tool 3: Territorial diagnosis and institutional mapping[61]

User Guidelines

1. Data should ideally be collected at sub-national level beyond the community (for example, county, province, district, and municipality). Data should be disaggregated by gender, where appropriate.

2. The tables below provide a checklist that would need to be adapted to the local context.

3. Quantitative data are most likely difficult to obtain in the local post-conflict situation. Base (where possible) the diagnosis on available data. Provide estimations when data are not available.

4. Keep in mind the final objective of this exercise: analyzing the local situation to inform the local reintegration and economic development strategy. Qualitative notes on your findings are, therefore, most useful.

Guiding questions for participatory analysis (based on consultations with groups of key stakeholders) of the data could include:

⇒ How did the conflict change the situation?
⇒ How can one explain the differences between men and women?
⇒ What are the implications (opportunities and challenges) of the changed situation for ex-combatants reintegration
⇒ How should one address the implications for the (re) integration of ex-combatants?

[61] Adapted from: ILO, Local Economic Development in Post-Crisis Situation, Operational Guide.

Territorial diagnosis and institutional mapping					
TYPE OF DATA	PRE- CONFLICT		POST-CONFLICT		EX-COMBATANTS
	Male	Female	Male	Female	Specifics For Sub-Groups
Socio-economic data and dynamics					
Relevant macro-economic data					
Average income per capita					
Minimum wage					
Basic basket cost					
Inflation and devaluation rate					
Sectoral GCP (Gross County Product)					
Population					
Total					
Urban					
Rural					
Ethnic composition					
Literacy					
Level of education					
Employment and self-employment					
EAP (Economically Active Population)					
Sectoral Employment (agriculture, agro-processing, manufacturing, transport, etc.)					
Unemployment					
Wage earners					
Entrepreneurs					
Informal sector (estimated)					
Infrastructure					
Buildings					
Roads					
Railways					
Airports					
Ports					
Telecommunication					
TYPE OF DATA	PRE- CONFLICT		POST- CONFLICT		EX-COMBATANTS
	Male	Female	Male	Female	Specifics For Sub-Groups
Natural Resources and Environment					
Natural parks					
Cultural/historical sites					
Climate					
Sea/rivers					
Fauna/flora					
Raw material and					

mineral resources					
Legal and regulatory framework					
Legal framework for decentralization and planning regarding:					
Incentives / funds/mechanisms for investment in social and economic sector					
PPP and dialogue with private sector and civil society representatives					
Provincial municipal law and regulations					
Special promotional framework for:					
MSMEs					
Farm development					
Agricultural development					
Tourism					
Industrial or other sectoral development					
Investment attraction/place marketing					
Other					
Banking legislation					
Legislation for the creation, financing and administration of associations and professional organizations:					
Civil society entities					
Business associations					
Cooperatives					
Workers' organizations					
Employers' organizations					
Other					

TYPE OF DATA	PRE- CONFLICT		POST- CONFLICT		EX-COMBATANTS
	Male	Female	Male	Female	Specifics For Sub-Groups
Administrative Information					
Administrative boundaries (represented in map)					
Composition of administrative structures (municipalities, provincial governments and their human and physical resources, etc.)					
Socio-economic dynamics					

Inter-firm cooperation and synergies / industrial clusters					
Between firms within /outside the territory (n° of firms, n° of employees)					
Economically dynamic sectors					
Expanding sectors					
Declining sectors					
Socially sensitive matters					
Nature of problem					
Origin of problem					
Cooperation among public-private actors					
Social / solidarity networks					

Tool 4: Gender and DDR check-list[62]

The Encampment Phase	• Are cantonment sites women-friendly: that is, are women's training needs, their need for childcare, their safety, their need for specific sanitary facilities and specialized healthcare, including nutritional needs for nursing or pregnant women, recognized at the outset? • Does the option exist to give family members of combatants separate ID cards? • Is domestic labour fairly divided between male and female combatants so that women can take equal advantage of briefings, re-training and other facilities at the site? • Will civilian society accept and accredit training programmes offered in the camps? • Are support workers trained to recognize and address women's needs, including their political needs? • Is the opportunity taken to inform women of benefits available to them and how to obtain them, and are women trained about their rights, for example, right to own land? • Is the threat of sexualized violence within the camp recognized and dealt with? • Are men and women offered equal (but if necessary, separate) access to education about HIV/AIDS? • Are interviews designed to collect socio-economic data specific to women's experiences? (This data could be significant for planning purposes and also for later planning and monitoring). • Are the political needs of encamped women adequately represented at government level? • If male soldiers are in the majority and demobilization is slower than expected, what contingency plans are in place to attend to the needs of women who move to the cantonment area, either to join partners or as domestic/sex workers? What measures are in place to prevent the re-recruitment of women and children? • Are women's particular security needs recognized when planning their transport to/from work and home?
Funding	• Is there sustainable funding to ensure the long-term success of the demobilization and demilitarization processes? Attention should be given to innovative practices like revolving credit and other such schemes. • Are special funds allocated to women, and if not, what measures are in place to ensure that their needs will receive proper attention?
Including civilian	• In planning a DDR process, has broad consultation been undertaken with a wide

[62] Adapted from: Vanessa Farr, *Gender-aware Disarmament, Demobilization and Reintegration (DDR): A Checklist* (UNIFEM 2002).

women in DDR	variety of social players, including women's groups? • Is the community offered awareness-raising sessions to help them understand what DDR is, and what they can and cannot expect to gain from it? • Given the gender divisions in care-giving work in most communities, civilian women are likely to play a significant role in taking care of returning fighters, including those who are ill or disabled. Are women offered training and support to assist them in this work? • It is unfair to burden women with the reintegration and rehabilitation of child soldiers simply because they are usually the primary caregivers of children. Have resources been allocated to train men and women to understand and cope with traumatized children? • Are women informed on how to help abducted girls gain demobilization and reintegration support?
Resettlement	• Are women properly included in any travel assistance that is offered after encampment? If a journey will take several days, the needs of women and their children must be catered for. • Are women asked to choose where they will live? That is, can they choose to return to a community from which they or their partner came, or move to semi-urban or urban areas where they may have more freedom from traditional gender roles? • Is a transitional safety net in place that can help resettled women with housing, healthcare and counselling, and offer educational support to get their children (especially girls) to school? • Are women informed about and able to access the local demobilization support office?
Financial payment	• Is care taken to discuss with and pay to women in private the financial portion of their demobilization package (if any), away from male family members? This empowers them economically and may help protect them from exploitation by male intimates. • If money is disbursed as part of the demobilization programme, are the different funding needs / spending patterns of women recognized and accommodated (that is, if it is safe to do this, do women prefer large payments of cash or monthly disbursal?) • Do women have geographic access to banks as well as the right to open and manage a private bank account? If not, what measures can be put in place to safeguard their money? • Are women trained as "barefoot bankers"? • Are women's traditional forms of money management recognized and supported (for example, rotational loan and credit schemes)? • Are single or widowed women able to access social security and pension schemes? • Are women equipped to manage money in day-to-day life, that is, paying for services, etc?
Education and retraining schemes	• Experience shows that training women in economically profitable skills must be undertaken as soon as they are encamped. Once the process of reinsertion begins, women will be overwhelmed with the burdens of housework, agricultural labour, fetching water, child and elder care, and have inadequate access to transportation. They are, therefore, unlikely to be able to attend classes or sustain any other re-training exercises. • What are the training needs of women ex-combatants, and who defines these? • Are women informed of different job options and market opportunities and aware of the potential drawbacks of entering previously "male" workplaces? • Do the kinds of training packages offered to women reflect local gender norms and standards about gender-appropriate labour, or attempt to broaden them? Does this benefit or hinder women's economic independence? • Do training programmes teach women to manufacture and repair labour-saving devices that might free up time used on domestic labour and permit them to engage in activities that earn money? • Is childcare and other family support (for example, elder care) available for women attending re-training programmes? • Are educational opportunities equally available to female and male children of ex-

	combatants or widows?
Medical, health and psychological needs	• Are mechanisms in place to certify or otherwise recognize the expertise of female "barefoot doctors"? • Are women actively recruited into medical services and encouraged to focus on women's health needs? • What are women's specific health and psychological needs in the context of demobilization? Are they recognized as different from those of men? • Is women's right to determine their own fertility and sexual availability recognized and promoted? • Are separate counselling and health facilities available to women and men? • Are women's specific reproductive health care needs met? • Is there awareness of sexualized violence against women combatants, both during the conflict and after, and are there facilities for treatment, counselling and protection? • Is the problem of HIV/AIDS addressed, from the perspectives both of education for prevention and of care practices for those who are infected? • Are mechanisms in place for community mental health practices (such as cleansing ceremonies) to contribute to the long-term psychological rehabilitation of ex-combatants; and how do these address women's specific suffering (often a result of sexualized violence)?
Networking to assist reintegration	• Although priority is usually placed on training ex-fighters to become economically independent, combatants frequently experience enormous difficulty in reintegrating into social networks. Unless a holistic approach is taken, the challenges of negotiating a new social role may overwhelm all other efforts to reintegrate soldiers. Reintegration is not merely a stage between conflict and development; reconstructing a society after war requires a long-term process of role negotiation and psychological rehabilitation. Without suitable emphasis on this aspect of post-conflict transition, developmental goals are less likely to be reached. • Has the support of local, regional and national women's organizations been enlisted to aid reintegration? • If so, are existing women's organizations trained to understand the needs and experiences of ex-combatants? This may include negotiation or brokering to assist non-military women to understand the lives of the ex-combatants, as well as providing long-term support and assistance to ex-combatants through helping them to join non-military community structures. • Are women ex-combatants made aware of these organizations and able to access them? • Is the expertise of women ex-combatants - which may be non-traditional - recognised, respected and utilised by other women? How can this be facilitated? • Is there space in women's organizations for healing and reconciliation work in general, and can existing infrastructures be used, in particular, to assist the reconciliation and reintegration of ex-combatants from different factions? • Can women ex-combatant's reintegration be connected to broader strategies aimed at women's post-conflict development in order to prevent resentment against fighters as a "privileged" group? • Have women in the post-conflict zone already begun the process of reconstruction after war? Is this work recognized and supported? • Can their expertise combine with the experiences and expectations of women fighters to guide the development of strategies for demobilization? • Can women's networks (local, national, regional and international) be approached for reintegration support? • Is adequate use made of radio and other media networks to educate local people about those who are being reintegrated, and thus alleviate potential tensions? Are women's experiences adequately represented in the media?
Economic concerns	• Does a functioning economic infrastructure exist in the region? If so, how is economically active labour measured (that is, is household and agricultural labour reflected in the GDP so that women's contributions are properly measured)? • Are women in informal economic activities considered (by themselves and others) as

	employed or productively active members of society? • Are demobilized women trained in administration, planning and money management? • Do plans to rebuild the economy pay proper attention to women's potential contributions and economic needs? • Their homes are often the principal geographical base for women's work: are technical and labour support systems in place to assist demobilized women in building a house? • If a social security system exists, are women ex-combatants informed about it and do they have independent access to it? • If a labour office exists, can women ex-fighters access it easily? Does it target their particular needs and promote their skills? • Do women ex-combatants have access to legal aid or support to assist them in combating discrimination (in both private and public spheres)? • Can self-employment be turned to women ex-combatant's benefit through innovative economic support systems (such as rotational credit schemes and "barefoot bankers") and the development and formalization of trade and investment networks owned and operated by women? • Are women ex-fighters more severely affected by a generally poor labour market / high unemployment than men? To facilitate women's employment, are feasibility studies / assessments of economic growth direction undertaken before re-training is begun? • Can the economy support the kind of training women might ask for during the demobilization period? For instance, they may wish to be trained as nurses and teachers. Before training begins, it is necessary to determine whether a healthcare or education infrastructure still exist to support workers in this sector. • Have obstacles, such as employers refusing to hire women ex-combatants, or narrow expectations of what work women are permitted to do, been taken into account before re-training is offered?
Nutrition, accommodation, land Use and economic activities (for ex-combatants resettled in rural areas)	• Studies show that negotiation space is often opened after conflict ends. Can this opportunity be used to get new land and property rights for women? • Are single or widowed women ex-combatants recognized as heads of household and permitted access to existing housing and land? • How is this access determined, and by whom? • How secure is their tenure, and what measures can be taken to protect women ex-combatants or war widows from being forced into casual labour on land which is not their own? • Are legal measures in place to protect their access to quality land and water? • Are there water sources close to that land? • Are women sufficiently trained in agricultural methods? Are they permitted all usufructuary rights, including the right to farm cash crops? • Can they choose how to dispose of crops grown on their land (that is, for family needs or for marketing), and exercise control over cash money earned from agriculture? • Is it safe for women to take their produce to the marketplace? Is it safe for them to trade there? What measures can be put into place to protect women from banditry, especially in places with prolific small arms? • Is women's agricultural activity measured and acknowledged as part of the economic activity of the country? What benefits might accrue from this? • Are women permitted to own and use farm animals? If not, how does this affect their nutrition and also their ability to work the land? • Do women have equal access to communally-owned farm implements and water pumping equipment, and can women own such equipment? • Can traditional taboos on access and usage be negotiated? • Do training programmes during the encampment phase include adequate information on nutrition, and do they recognize and work around traditional farming patterns, nutritional taboos, etc? • Do re-training programmes offer women ex-combatants and war widows adequate

	access to information on growing and selling cash crops?
Accommodation and economic activities (for ex-combatants resettled in urban and peri-urban areas)	• Can single or widowed women sign rental agreements (housing, telephone, etc)? • Is there adequate childcare / elder care for women pursuing economic activities outside the home? • Do businesses and industries accept and employ women ex-combatants, especially those trained in non-traditional income generating activities? Are potential employees targeted for sensitization training to encourage them to employ female ex-combatants? • What measures have been taken to prevent the ghettoization of women ex-fighters and war widows on the fringes of the economy? This includes excessive reliance on NGO activity, which might become a substitute for long-term participation in the labour market. • What measures can be taken to avoid stigmatization of economically active women, especially those who have also served in combat? • What measures are taken to address women's security in urban areas?
Gender-awareness in the demobilization and reintegration of men	• It is especially important that men see women in positions of authority in DDR processes. If women leaders (including field officers) are absent, men are unlikely to take seriously education efforts aimed at changing their attitudes and ideas about militarised, masculine power. • In the encampment phase, men should be offered education and counselling on the prevention of sexualized violence, and especially, on the use of condoms to prevent the spread of HIV/AIDS. • While DDR planners have assumed that financial packages given to male ex-combatants will be used for the benefit of family members, cumulative wisdom from the field asserts that demobilized men are likelier to go on spending sprees in the discharge phase than to share their money equably. Sustainable reintegration cannot happen unless male ex-combatants are recognized as members of a larger community, which often means being part of a family unit, rather than as individuals. For the maximum communal benefit, planners must ensure that women have fair access to the reinsertion package granted to ex-combatants. • The spouse or other female family members of an ex-combatant should be brought in to witness the signing of an agreement on how his money will get paid. By this means the resources may actually get passed on to the family, and from there move into the broader community.

Tool 5: Setting up Employment Services

Steps in setting up employment services for DDR

1. Determining the needed PES
2. Assess what exists already in terms of PES
3. Develop response strategy and set goals
4. Define emergency PES role and functions
5. Secure the agreement and commitment from Labour Ministry
6. Confirm the source of funding and the contribution to be made from Ministry
7. Gain support from the other relevant agencies (that is, key players in crisis response)
8. Ensure that the system is designed for easy extraction of statistics as a by-product of the administrative system.
9. Preparing for implementation
10. Develop an operational plan
11. Select suitable premises for emergency Employment Service Centres (ESC)
12. Recruit and train staff
13. Install necessary equipment, office supplies and materials
14. Adapt generic forms to context of the country and the programme.
15. Make initial contact with key relevant national and international agencies to promote ESC services
16. Ensure that the reporting form is easily processed for the storage and extraction of data to provide statistical output.

Employment Services: Sample Job Seeker Registration Form [63]

NOTE: In general. Pre-coded response groups will ease the completion of the form, and data processing.

1. Registration Number_____	3. Preferred Type of Work_____
2. Registration Date_____	4. Occupation Code_____
Personal Details	
5. Full Name_____	7. ID Card No._____
6. Address_____ _____	
_____ _____	
8. Contact Details_____ _____	
Education	
9. Highest Level of Education_____	10. Number of Years Attended_____
11. Qualifications_____ __	12. Qualifications Checked Yes Î No Î
13. Languages_____ Reading Proficiency ( ) Speaking Proficiency ( ) Writing Proficiency ( )	Reading Proficiency ( ) Speaking Proficiency ( ) Writing Proficiency ( )
14. Special Skills_____ ___	

Employment Experience				
15. Occupations	16. Tasks and Duties	17. From	To	18. Enterprise / Employment
19. Comments on relevant work-related factors				

Administrative Information (The following information is collected for administrative purposes)		
20. Date of Birth	21. Sex Male Î ❒ Female Î ❒	22. Marital Status Married Î ❒ Single Î ❒
23. Registration Date		24. Office

[63] Based on *ILO: Guidelines for Establishing Public Emergency Employment Services, op. cit.*, pp. 78-79.

25. Signature of Interviewer_____	26. Signature of Job Seeker_____

Job Seeker Referral						
27. Referral Date	28. Job Vacancy Number	29. Enterprise / Institution	30. Occupation / Course	31. Occupation Code	32. Result	33. Result Date

Completing the Job Seeker Registration Form

The following Guidelines explain each entry on the job seeker registration form to assist employment officers in the completion of the form.

	Items	Instructions for Completion
1.	Registration Number	Enter number in accordance with agreed numbering system
2.	Registration Date	Record the date the interview took place
3.	Preferred Type of Work	After discussion with the job seeker and from information obtained, agree on an appropriate and preferred type of work, taking into consideration the job seeker's qualifications, skills and work experience.
4.	Occupational Code	Using the information in 3, enter the code in which the occupation falls.
Questions 3 and 4 should not be completed until all the information on the job seeker's work history, qualifications and other factors affecting placement has been considered. Complete this at the conclusion of the interview.		
	Personal Details	
5.	Full Name	Take the information from the job seeker's ID Card
6.	Address	Place of residence
7.	ID Card Number	Record job seeker's ID Card Number.
8.	Contact Details	Record the best way to contact the job seeker; and other means of contact
	Education	
9.	Highest Level of Education	Record the level of education obtained by the job seeker, name and location of the education institution, formal qualification gained (e.g. higher, non-completed, higher technical, secondary education).
10.	Number of Years Attended	Record the number of years of schooling.
11.	Qualifications	Record all trade or other qualifications gained
12.	Qualifications Checked	Indicate if proof of qualifications has been seen (e.g. licence, certificate)
13.	Languages	List languages spoken and fluency both oral and written. Reading, speaking and writing proficiency should be indicated separately.
14.	Special Skills	Record any extra skills or experience (e.g. computer operations, typing speeds, any special licences to operate machinery).
	Employment Experience	
15.	Occupations	Record the occupations the job seeker has been employed in for the last 10 years, if relevant. If the job seeker has had numerous jobs, record the

		most recent jobs and those with the longest length of employment.
16.	Tasks and Duties	Record as many of the tasks performed in the job as possible. It is important to understand the tasks performed to understand the tasks performed in each job to be able to assess the skills and experience of the job seeker.
17.	From/To (Time employed)	Record the actual years spent in the job (e.g. 1998-2001)
18.	Enterprise/Employer	Record the name of the enterprise where the job seeker was employed
19.	Comments on Relevant Work-Related Factors	Record the nature of any factors or restrictions that will affect the job seeker's capacity to work
20.	Date of Birth	Record day, month and year. Verify the ID card or passport if necessary.
21.	Gender	Tick the appropriate box.
22.	Marital Status	Tick the appropriate box.
23.	Registration Date	The date of job seekers registered for employment and was interviewed by the ESC.
24.	Office	Record the name of the ESC registering the job seekers
25.	Signature of Interviewer	The Employment Officer who interviewed the job seeker should sign the form.
26.	Signature of Job Seeker	The job seeker should sign the form and confirm the accuracy of the information provided.
	Job Seeker Referral	
Details of all referrals to jobs or training courses must also be recorded on the back of the vacancy form at the time of job seeker's referral to the vacancy. Outcomes should be recorded when notified by the job seeker or the employer.		
27.	Referral Date	Record the date the job seeker was referred to the vacancy.
28.	Job Vacancy Number	Record the occupation code and self-service number (if applicable) of the vacancy to which the job seeker was referred.
29.	Enterprise / Institution	Record the name of the enterprise or training organization to which the job seeker was referred to the relevant vacancy / course form number.
30.	Occupation / Course	Record the job title or name of the course
31.	Occupation / Code	Record the job title or name of the course
32.	Result	Results of interviews are recorded after checking referrals to the vacancy with the employer. Record the result of the interview as follows: Placed "P" Not Engaged "NE" Failed to attend Interviews "FTA" Declined Position "D" (If the job seeker is not engaged, describe the reason for non-employment.)
33.	Result Date	Record the date when the employer provides the result of the interview to the ESC.

Tool 6: Checklist of successful integration[64]

1) Ex-combatants

- ❒ 80% of the target group is working or is in school
- ❒ Civic, political, economic and social rights are restored and the rule of law re-established
- ❒ No incidences of violence are reported in which ex-combatants are the perpetrators
- ❒ No re-recruitment is occurring
- ❒ There are no reports of ex-combatants fighting in neighbouring countries
- ❒ There are no reports of increased child labour
- ❒ There are no reports of increase in Gender-based Violence
- ❒ Ex-combatants are citizens and, as is the case for their compatriots, their needs are in the national development plans, policy frameworks and bi- and multi-lateral cooperation programmes and of the UN system
- ❒ Ex-combatants and receiving communities co-exist peacefully and share both economic and social resources (with no greater mutual conflict than that within the existing communities)
- ❒ All Ex-combatant groups fully participate in community development activities
- ❒ Ex-combatants are fully integrated and are net contributors to the economic and social development of their communities and the country at large
- ❒ The "Ex-combatants" label is erased and the population is treated as one; and
- ❒ Ex-combatants have capacity and platform to translate their skills and resources acquired in the DDR programme to support the development of their communities

2) National and local capacity and policies

- ❒ The national capacity is strengthened to rationalize and prioritize resources allocation and the coordination of various programmes (UN, IFIs, bi-laterals, and NGOs) leading from recovery to long-term development plans
- ❒ Regional departments have the capacity to plan, implement and coordinate, as well as to provide services to the whole population; ex-combatants are included in regional development plans
- ❒ There are enhanced food security, improved and more diversified livelihoods and reduced vulnerabilities to social, economic and climate shocks; dependence on the food aid and other forms of emergency and humanitarian assistance are substantially reduced and/or eliminated
- ❒ There is an increased speed of transition from emergency and recovery to the development phase
- ❒ The country is on track to achieve the MDGs
- ❒ Gender-responsive community development processes apply to the legal, political and socio-economic development of areas of return
- ❒ There is an absence of discrimination in areas such as gainful employment and participation in institutions
- ❒ There are improved social and economic infrastructure (school, health, water supplies and roads) and expanded market access and trade (leading to better conditions of living for communities in areas of return and greater economic development) and
- ❒ Boys and girls have a voice in society and have improved access to education and employment opportunities

[64] Based upon UNHCR *Handbook for Repatriation and Reintegration Activities*, module six, box 6.5, Geneva 2004.

Tool 7: Checklist for Monitoring and Evaluation

Criteria	Sample questions
Relevance and strategic fit	o Has the programme addressed a relevant need of national priority in reconstruction and development processes? How was it established? o How well has the programme aligned with and supported the priorities of the country (for example, i-PRSPs, CAPs, UNDAFs)? o Did stakeholders take ownership of the programme concept and approach since the design phase? Have local needs been taken into consideration in programme activities? o Do education, training and employment measures for ex-combatants relate to local employment demands?
Validity of design	o Have programme design and approach shown to be logical, coherent and realistic to achieve the planned outcomes? o How well has the programme complemented other reconstruction and development efforts in the country? o Have there been examples of duplications of efforts or contradictory practices? Do integration programme managers, donors, international agencies and relevant local and national authorities know of each other's initiatives, needs, capacities and responsibilities? o What linkages among the different agencies, partners and local target groups exist? o Are there any discrepancies among standards of work, quality of work, cost, benefits to ex-combatants and the local population, as well as beneficiaries of other reconstruction programmes (for IDPs, returnees and so on)?
Project progress and effectiveness	o Has the programme achieved its planned objectives or made sufficient progress towards them? o Have quality and quantity of outputs been satisfactory? o How have programme results contributed to an overall national reconstruction and development strategy? o How have stakeholders been involved in programme implementation? o Has the programme been appropriately responsive to changing partner priorities, as well as political and institutional changes in the programme environment? o What, if any, alternative strategies would have been more effective? o How many and what percentage of teachers and vocational training instructors have been trained? o What materials have been developed and used for training? o How many demobilised combatants have been trained? o What percentage of trainees have found and/or created income-generating activities by using skills gained from the training? o How many ex-combatants have, and what percentage of those who participated the DDR programme, has started income-generating activities? o What type of services (including. training, BDS, microfinance, employment services) has been provided to how many ex-combatants?
Efficiency of resource use	o Have resources been allocated strategically? o Have they been used efficiently? Have activities supporting strategy been cost-effective? Do results justify expenses? o Have programme funds been delivered timely?
Effectiveness of management	o Have management capacities been adequate? o Has programme governance facilitated achievement of results and efficient delivery? o Has programme received adequate technical support from partner organizations and agencies? o Has the programme systematically monitored its results? o Has choice of partners been strategic in implementing the strategy? o Has cooperation with partners such as NCDDR and line ministries been efficient?
Impact orientation	o How has programme made significant contribution to broader and longer term

and sustainability	development impact? o What has been the impact of the DDR programme on the economy at the macro-, meso- and micro-level? o What have been the immediate and long-term effects of the DDR programme, in terms of ex-combatants finding new jobs, adapting to civil life and being accepted by local community? o What have been the immediate and long-term effects of the DDR programme on groups, other than ex-combatants in community? o What is the impact of the DDR programme on the relationship between the beneficiaries and non-beneficiaries of the programme? o What are the realistic long-term effects of the programme on employment creation in the country? o Have programme approach and its results been up-scaled or replicated by other initiatives, or are they likely to be? o Are there any unintended positive or negative side effects? How has the programme strategy been adjusted in reaction? o Have results and benefits of programme been durable or are they likely to be? o How effective has the exit strategy of programme been? Has programme been gradually and effectively handed over to national partners, such as line ministries? o How effectively has the programme built national ownership and capacity of people and institutions? o Has programme successfully built or strengthened an enabling environment (laws, policies, people's attitudes etc.) for reintegration of ex-combatants, as well as broader and longer term employment creation in the country?

Tool 8: Assessing Psycho-social and reconciliation needs

1. Qualitative data

➡ **Conduct interviews among ex-combatants on their experiences in armed forces to add qualitative data to the general survey. Distinguish by gender and age groups.**
Find out:

⇒ What are ex-combatants' wartime experiences?
⇒ How do they cope with the trauma of war?
⇒ Have they learned the social and life skills to function in a civil society?
⇒ How trauma was dealt with within the armed forces and within communities? Could one mobilize these coping mechanisms?

➡ **Convene meetings with receiving communities, including community and religious healers, to discuss their experiences during conflict and how they coped with them.**
Find out:

⇒ Have communities been the target of atrocities during the conflict?
⇒ Do people suffer from conflict-related trauma?
⇒ Do ethnic hatred and divisions persist after the conflict?

➡ Also discuss ex-combatants' social status during these meetings.
Find out:

⇒ Are ex-combatants, particularly women and children, stigmatized (or admired) for their past involvement in fighting forces?
⇒ Are ex-combatants excluded from certain occupations and social activities?

➡ **Then verify your information by talking to local aid agencies and human rights organizations.**

2. Interrelated psychological, social and health issues

These problems may be linked to their war experiences, and can also be exacerbated by the stress of returning home, that is, adjusting to a civilian life, finding a job and becoming part of a civilian community.

This is compounded by serious disruptions in the system of social protection, including basic social safety nets. An assessment should look into:

⇒ Extent of the problem of drugs, alcohol and HIV/AIDS infection, as well as possible other psycho-social needs, low status of ex-combatants.
⇒ Highlight the complex links and relationships among the social constraints. For instance, addiction to drugs can result from, but also exacerbate, an ex-combatants' problems in dealing with war-related trauma. Similarly, drug addiction, HIV/AIDS and discrimination against ex-combatants can all hinder ex-combatants' ability to find decent work.
⇒ The extent to which the social protection system is functioning
⇒ Are ex-combatant groups excluded from these services (such as female combatants, combatants from minority groups, combatants with disabilities etc.)?
⇒ Survey people delivering social and health-related services (for example, hospitals, social workers) on their experiences with ex-combatants.
⇒ Verify the information by talking to local aid agencies and human rights organizations.
⇒ Consult religious leaders.

3. Understanding risks of social exclusion

Important questions to consider:

⇒ Which sub-groups of combatants are at risk and what is the nature and scope of their exclusion?
⇒ What are the obstacles for engaging them in training and economic activities?
⇒ What type of assistance would they need to benefit from assistance?
⇒ What are the capacities of service providers to cater adequately for all subgroups of ex-combatants? Specific measures might include adapted facilities for people with disabilities, child care facilities for women, and child-specific protection measures.

Obtain data on:

⇒ Number of people with disabilities, type of disability and consequences for their reintegration. It is vital to separate children from adults, the number of people who are sick and/or old and consequences for their reintegration.
⇒ Divisions within communities based on involvement in past conflict.
⇒ Education, training and job opportunities available to women ex-combatants compared to other women and male ex-combatants.
⇒ Education and training opportunities available to child ex-combatants compared to other children.
⇒ Quality and quantity of measures taken to cater for the needs of specific ex-combatant groups.
⇒ Appropriateness of measures taken.

➡ **Extract information from survey obtained on ex-combatants' social status on specific subgroups, specifically:**

⇒ Indications that certain groups are likely to need to require psycho-social assistance due to their traumatic experiences. For instance, more female than male ex-combatants are usually the victims of sexual violence.
⇒ Social status of specific groups like women or child ex-combatants.
⇒ Relationship between certain ex-combatant groups (ethnic, religious, etc.) and their communities.
⇒ Health concerns and potential impact on exclusion of certain ex-combatant subgroups like drug addicts or people with disabilities.

➡ **Interview agencies/people delivering social services (for example, hospitals, social workers) to find out whether specific ex-combatant subgroups are at risk of exclusion.**

⇒ Interview training providers and business people to find out whether specific ex-combatant subgroups are at risk of exclusion.

Tool 9: Labour-based Approaches in the rebuilding of physical infrastructure[65]

Early Recovery in Post-Conflict Quick Livelihood Impact Assessment (QLIA)	Transition in Post-Conflict Rapid Livelihood Assessment (RLA)	Development in Post-Conflict Livelihood Recovery Planning
Purpose: • Maximize immediate employment creation, acting as a social safety net, bringing basic livelihoods to the affected communities so they cease to be dependent on humanitarian aid, while offering them an alternative means of livelihood. • Labour-based public works are particularly crucial for creating the most number of jobs and access to basic facilities, while injecting purchasing power.	**Purpose:** • Optimize employment creation through local level planning and organization, use of local resources, and introducing labour based approaches as a "development" choice for livelihood recovery. • Interventions focus on: the use of public services, institutional capacity building, and preparing the environment for a stronger private sector representation.	**Purpose:** ▪ Continue to provide labour-based employment, but focus more on longer term demands and its permanent job-creation. ▪ The focus will change from public to private, with emphasis on the development of the local contracting industry, and shifting the role of public sector to one of contracting, monitoring, implementation and quality control.
• Assessments - Initial QLIA at "local level" (1-10 days after event) • Assess initial destruction, labour market assessment and the possible use of labour-based methods. • Explore to what extent labour, materials, and services can be sourced locally. • Assess the skills level and capacity of the local community (time, skills, technical resources) since poorly built resulting products could create longer term maintenance problems for the community. • Assess minimum basic standards (wages, OSH).	**Assessments - RLA and opportunities and capacities for recovery at household, community, and local economy levels (3-40 days after event)** • Explore existing local level planning mechanisms with communities. • Explore technology choice. • Decide whether to specify labour-based methods (LBM) and local materials, or Targeted Procurement (TP) [66]: the latter places more of the onus on the contractor. • Examine project operations, stage by stage, and consider to what extent any particular operation can be done by unskilled or semi-skilled labour. • Assess the skills level and capacity of contractors and line ministry staff.	**Assessments - Conversion of the results of assessments into concrete project and programme profiles and strategies (40-90 days after event)** • Explore the possibilities of breaking large components down into smaller sizes for SMEs/labour teams • Consider the possible premium cost of targeting employment of unskilled labour and SMEs in preference to using larger machine-based firms. • Assess whether a favourable environment exists for local level contracting and SMEs.
Policy and programming • The immediate primary objective and commitment should be local employment creation (not at the cost of good quality infrastructure. Poor quality labour-based	**Policy and programming** • The needs/ and proposed approaches (such as key sectors, jobs to be created etc.) will have to be assessed and integrated in the PCNA, and in capacity building of national and local authorities	**Policy and programming** • The identification of sustainable jobs in key growth potential sectors will be important. • Identifying the local needs and how this can promote further organization building to support the community/ peace process is critical. • Establish a conducive and favourable

[65] Typically 70% of public investment funds and 40% of international assistance is spent on construction, rehabilitation, and maintenance of infrastructure.

[66] Targeted procurements specifying employment-intensive technologies and methods of construction / manufacture in the tender document, or specifying the minimum amount of wages that are required to be paid in respect of a particular contract and/ or affording tenderers the opportunity to choose and propose the technology / construction method of materials manufacture t hey wish to use in order to maximise the participation of labour and local SMEs in the construction works.

methods can lead to rejection of labour-based approaches at a later stage). • Labour-based schemes should be introduced during the quick livelihood impact / needs assessments and following planning frameworks (Early recovery framework, Interim PRSP, transition strategy). • Initial labour market assessments should identify key areas for immediate job-creation, however also keeping in mind longer term impact.	on how to maximize job-creation. • Establish monitoring and evaluation mechanisms (Management Information Systems, MIS) that will provide information on job-creation: i) first with emphasis on job creating programmes, and ii) gradually more on infrastructure investments and their impact on employment • All funding proposals presented during the RLA should include an assessment of their employment impact, (that is, the number of jobs expected to be created during the reconstruction phase as well as the long-term employment impact).	environment for the SME and private sector development.
Local level planning and organization • Introduce already at this stage minimum organizational aspects and local level planning; this helps also in bringing people together early on, reducing conflicts and creating a support network. **Standards and incentives** • Comply with minimum basic standards (wages should be harmonized, basic quality of work and labour standards). *See the ILO/WFP on Food-for-Work, Cash-for-Work Guidelines.*	**Local level planning, organization and community contracting** • Select works that can be undertaken with labour-based participatory approaches to optimize job-creation (municipal rural roads, feeder roads, hand dug wells, irrigation canals, small bridges, access to productive resources and markets). • As part of organization building, introduce community contracting and local level planning (that is, Integrated Rural Accessibility Planning. IRAP) with a focus on community/peace-building. • Address standards and maintenance issues and ensure quality of the work as from the beginning. **Institutional capacity building - national and district staff** • Train foremen to supervisors up (designing and laying out the works, and management of the whole process, supervisory training for different sectors). • Include private sector where capacity exists (that is, contract management). • Work with regional /or national neighbouring country training centres to build capacity (bring the training centres to locality or train abroad as appropriate).	**Policy level** • Analyze the legal system (creating an enabling environment for SMEs - start up, bidding, legal barriers). • Identify sustainable jobs in sectors with growth potential (employment impact assessments - carrying out national level budget and sectoral appraisals to identify which works to include for job-creation). • Identify the needs and priorities at local level and promote further organization building to support the peace process. • Start looking at how skilled workers can be further strengthened (certifications and portable skills, modular approaches to build competencies). **Private sector development** • Involve private sector consultants and contracts (small entrepreneurs) for labour-based infrastructure works. • Set up industry councils to enhance transparency in procedures (infrastructure rehabilitation is often a source of conflict as significant amounts of money are involved). • Focus on construction and industry development (registration, contracting systems and procedures, capacity building). **SME capacity building** • Build up a local contractor training programmes (skills, management, technology). **Maintenance** • Promote local-based maintenance of the facilities.
Direct Action: Quick impact Labour-based schemes • Gradually introduce labour-based schemes to replace/follow "cash grants" and humanitarian aid packages (Food-for-Work, Cash-for-Work).	**Direct Action: Local resource based approaches** • Implement labour-based schemes (Assets-for-Work) with more of a longer term perspective. • Encourage the use of local resources (staff, material and	**Direct Action: Local resource based approaches** • Implement labour-based schemes through construction-related activities.

• Select labour-based schemes that are rapid and directly linked to incentives from resulting products (debris removal, drainage clearing / reconstruction, minor bridge reconstruction).	equipment). • Provide short-cycle training (training of artisans - masonry, welding, concrete work/iron work, creating local equipment etc).	
Implementation aspects • Define programmes: "Cash-for-work", "Food-for-work" "Assets-for-work" - provide clear distinction between these programmes • Carry out implementation as much as possible with national and local counterparts using local resources. The creation of immediate incentives will be critical. The international community and NGOs will play a key role at the beginning	**Implementation aspects** • Much of the management of these programmes will still be done by international agencies, but capacity building by local institutions. becomes more central • Use regional training capacities.	**Implementation aspects** • Should be mostly locally driven and undertaken by municipalities. • Promote regional interaction and capacity building. • Entrepreneurship development and VTET strengthening become more important.
Guides - Employment-Intensive Reconstruction Works in countries emerging from Armed Conflicts. - Food for thought: a guide for moving from Food for Work (FFW) to Food for Assets and Sustainable Employment - International labour standards and WFP projects: the distinction between wage-labour schemes and self-help projects - ILO Employment Tool for Iraq, November 2006. - The administration of labour-intensive works done by contracts; Practical Guide. - Livelihood and Employment Creation – ILO's recommended management and policy options for employment friendly reconstruction in Sri Lanka: Community contracting – Cash for work –Food for work – Labour-based infrastructure projects.	**Guides** **Planning** - A guide to Integrated Rural Accessibility Planning: Planning for peoples' needs **Organization and Contracting** - Organization, negotiation, contracting - Community contracting **Capacity Building** - Training Guideline on Small-Scale Contracting - Training contractors for results. A guide for trainers and training managers - Start and Improve Your Construction Business (SIYCB): Contracting entrepreneurial training programme. - Contractor's Handbook for labour-based road works - Managing construction projects: A guide to processes and procedures - Guide to the training of supervisors for labour-based road construction and maintenance - Management and supervision of labour-based road construction and maintenance: Maintenance course for technical officers, technical assistants and gang leaders - International Course of Training of Trainers in Labour-Based Road Construction and Maintenance **Investments** - A guide to Integrated Rural Accessibility Planning:	**Guides** Many of the guides from the transition phase will continue to be used in development – these are just a few examples: **Policy** - Toolkit for Mainstreaming Employment and Decent Work: UN system-wide guideline presented to the High Level Committee of Programmes (HLCP) of the Chief Executives Board for Coordination (CEB), April 2007. - Employment Impact Reviews of investments: analyses of employment creation in public investments (the employment intensity of government spending) and the relative costs and benefits of different technology choices, including aspects such as multiplier effects. - An opportunity for employment creation, labour-based technology in road works: The macro-economic dimension - Support to labour-based policy promotion initiative comparing labour-based construction and maintenance techniques and approaches with a more equipment based approach. - EIIP environmental Guidelines series: How to enhance the optimal use of local resources in sustainable and environmentally sound infrastructure development strategies and community-based access programmes. They promote a project cycle integrating environmental concerns into the identification, design, planning, execution, operation and maintenance of infrastructure development projects. **Capacity Building** - Contractor registration schemes (Zambia) - Road maintenance and regravelling (ROMAR) using labour-based methods: Handbook and Workbook.

Annex II. Targeting ex-combatants and other war-affected groups[67]

Arguments for and against Targeting

Is it appropriate to treat ex-combatants differently from other war-affected groups, such as civil returnees, internally displaced persons, the disabled, conflict-affected families, female-headed households and communities by giving them separate support for their social and economic reintegration?

Analysing the different country experiences, three questions need to be answered:

1. Are ex-combatants a homogeneous group with special needs, so that from a technical point of view it is appropriate to develop special programmes for them?

2. Does an ex-combatant-targeted project contribute to lasting peace?

3. Does a programme for the reintegration of ex-combatants contribute to national reconciliation and the reconstruction of that country?

Ex- combatants play a critical role in peace-building. Frustration in a fragile post-war context produced from delays in demobilization or lack of training and employment opportunities can easily lead to resumption of violent action. Therefore, ex-combatants need particular attention in the reintegration process. At the same time, they sometimes share essential characteristics with other civilian conflict-affected groups in terms of capacities, needs and preferences. Furthermore, targeting ex-combatants can also be perceived by the other war-affected people as a form of discrimination. As will be discussed, the choice to implement a reintegration programme targeting ex-combatants exclusively is highly political and differs strongly from country to country.

It is recognized that in some cases it is appropriate to target ex-combatants as a separate group in the emergency phase. However, this approach can also stigmatize them and hamper their smooth reintegration into civil society. In addition, targeting ex-combatants as a separate group can even be practically impossible, as the work experiences of the ILO and other organization in the field of vocational training and employment promotion demonstrate, social and economic reintegration can begin at the project level. Targeting ex-combatants and displaced persons simultaneously in one project has been found to lessen distrust and increase tolerance between the different conflict-affected groups and support the reconciliation and reintegration process.

However, some groups among former combatants can be difficult to integrate into an enlarged target group. For example, child soldiers, who began fighting in the war at a very young age, emerge years later severely traumatized and with little education, professional or social skills. They are consequently difficult to integrate into, for example, a regular education programme. Such a subgroup might benefit, at least temporarily, from a more specialized education and skills training programme.

Different countries have different conflicts. The underlying tensions which result in conflict or the way the conflict escalates are not the same in each country. Furthermore, the way people make war (and peace) is strongly culturally determined. It is important to have an understanding of the nature of the war before defining a reintegration strategy:

[67] Specht/Empel: Enlargement: *A challenge for social and economic reintegration, op. cit.*

"The nature of the war determines the nature of peace. This means that the factors which produce and sustain the conflict will directly impact on the ensuring peace settlement."[68]

Many discussions are held on whether it is wise to enlarge the target group from ex-combatants to war-affected people.

Arguments for exclusively targeting ex-combatants

- ⇒ Quick and effective integration of ex-combatants is a key step in the peace process. This group has priority for securing lasting peace.
- ⇒ Peace agreements often give precise timetables for demobilization. Solutions should be available on the day of demobilization.
- ⇒ Donors are willing to fund these projects.
- ⇒ Projects for ex-combatants are transparent and easy to evaluate.
- ⇒ The first needs (mainly humanitarian aid) of other war-affected groups, such as refugees and displaced persons may appear less evident within the mandate of the ILO.
- ⇒ It is counter-productive to target people with different needs and profiles in the same reintegration project.

Arguments against targeting exclusively ex-combatants

- ⇒ An inclusive approach can stimulate reconciliation.
- ⇒ Public opinion (depending largely on the nature of the war) often does not accept prioritization of former combatants.
- ⇒ Psychologically, it is impossible to reintegrate an ex-combatant into civilian life by first separating him/her.
- ⇒ War-affected people's basic needs are, in general, more urgent and dire than ex-combatants' needs.
- ⇒ The success of reintegrating former combatants into an economically unhealthy society is doubtful.
- ⇒ When the national policy emphasizes community building, it is by definition impossible to target ex-combatants only.
- ⇒ Ex-combatants may be difficult to identify as such because they may be reluctant to reveal their past.
- ⇒ If the war was particularly devastating, there are not enough operational communities in which to reintegrate former combatants.
- ⇒ From a quantitative point of view, ex-combatants are a minority and should not be favoured over the majority.

It is not possible to determine if narrow targeting or a broader targeting is more appropriate, as this is really context specific. The "flow-chart" below can help asking the right questions when determining the strategy.

[68] World Bank/Carter Center: *From civil war to civil society: The transition from war to peace in Guatemala and Liberia* (Atlanta, World Bank, Feb. 1997), p.4.

Annex III. Root causes of child participation in armed conflict

Mapping children's and youth's motivations for enrolling in armed conflict makes it possible to address these environmental factors and reduce the chances of their re-enrolment and enrolment of other children. Tackling them over the long-term would also represent a major contribution to the prevention of armed violence in the society in question, and a child's participation in it. An enquiry into these conditions must also be conducted in a society where outbreaks of armed violence are likely. A recent study of young soldiers' perception of their own reasons for enlisting with armed groups or forces in locations around the world reveals the particular risk factors listed in the table below. Combinations of two or more factors make the risk and the situation particularly severe. The suggestions provided on how to address them are by no means an exhaustive list of proven solutions.

Table 1: Typical factors contributing to decision to enlist amongst 'voluntary' child combatants

TYPICAL CONTRIBUTING FACTORS		POSSIBLE PREVENTION INITIATIVES
Family	Abuse (particularly among girls)	Protection by social services
	Relocation	Conflict prevention, protection of minority rights, IDPs, refugees
	Death of relative(s)	Conflict prevention, security sector reform, SALW control
	Insecurity of relative(s)	
	Relative(s) enlisted	Providing alternatives: life skills training, alternative family placement, foster-care, support to community and team-based activities (for example, sports)
	Primary family is in armed group	
	Poverty	Economic development, poverty relief
	Ill-health	Providing for healthcare, also for dependents
	No family	Social protection
Education	No access	Providing/demanding access to education, free school meals/water, child care in schools
	Segregated	Demanding end to segregation
	Incitement to extremism	Offering non-partisan education
	Disinterest	Skills training, recreational activities
	Abuse	Providing social protection
	Extreme behaviour/expulsion	Projects targeting delinquency
Politics/ ideology	Religious hatred (less in girls)	Inter-communal/-confessional exchanges, confidence building, non-violent communication, objective media (for youth, possibly also run by youth)
	Ethnic hatred (less in girls)	
	Nationalism	
	Grievance	Including young people's concerns in peace settlements, create non-violent channels for addressing grievances, support responsible reporting (with youth involvement)
Personal need	Independence	Providing social protection, skills training, support to independent youth initiatives
	Power	Support youth advocacy groups

	Excitement	Organizing sports, recreational activities
	Attraction to guns, soldiers, fighting	Awareness-raising to SALW risks
Culture/ tradition	Of fighting	Non-violent communication, encouraging alternative (male) identity
	Of gun ownership	SALW Control and Awareness-raising of their risks
	Partisan media	Supporting independent media, closuring hate media
	Violence in media	Campaigning with parents not to expose youth to violence
Insecurity	To save self	Creating safe zones for civilians
	To save relative(s)	
	To avenge self or relative(s)	Access to justice, support to grass-roots justice, demanding adherence to and prosecuting violations of International Humanitarian Law
	Violent environment	Security sector reform including community based policing, participatory Safer Community initiatives
Active recruitment	Penalties for those who are actively recruiting and disseminating recruitment information	
Economic motivation	Hunger	Creating conditions of food security, provide relief
	Need for money	Economic development, aspirations, job-creation through local businesses/ reconstruction projects/ micro-finance, training, apprenticeships
	Need for work	

Source: Based on Brett/Specht: Young soldiers, *op. cit.*

Annex IV. List of ILO Guidelines and working papers

TITLE	DESCRIPTION
General	
Guidelines for employment and skills training in conflict-affected countries (Geneva, 1998) http://www.ilo.org/public/english/employment/crisis/download/guidee.pdf	This manual provides Guidelines and practical steps in the planning and the management of employment promotion programmes targeted to war displaced persons. The main activities covered are the following: labour market analyses and needs assessment; feasibility studies for training activities with employment potentials; definition of the inputs, support mechanisms and outputs for the training and employment promotion programmes; and follow-up of the programmes' results. The document suggests investigations, several alternative training strategies combined with pilot employment schemes through the promotion of local employment initiatives, labour-intensive public works and entrepreneurship activities.
Livelihood and employment creation (Geneva, 2005) http://www.ilo.org/global/What_we_do/Publications/ILOBookstore/Orderonline/Books/lang--en/docName-WCMS_PUBL_9221173488_EN/index.htm	This collection of short operational guides describes a number of activities (based on labour, enterprise and business development, training and local area development) to contribute to the promotion of social and economic recovery and livelihoods. Each booklet explains the why, how and when (or when not) to implement Guidelines and offers decision-oriented information for each area. The most relevant for post-conflict income creation are Guides 4 and 5 on Cash-for-work and food-for-work, respectively.
Crises and Decent Work: A Collection of Essays (2001) http://www.reliefweb.int/rw/lib.nsf/db900sid/LGEL-5MTBMM/$file/ilo-decent-aug01.pdf?openelement	The issues addressed in this collection include: the employment and other socio-economic aspects of post-conflict reconstruction; recovery and reconstruction in crisis caused by natural disasters; crisis prevention; as well as the importance of tackling decent work concerns as an integral component of the strategies for promoting a culture of peace. The publication also covers specific and critical concerns like gender and crisis, demobilization, disarmament and reintegration of ex-combatants, and the importance of capacity building and research for crisis response and reconstruction work.
Jobs After War: A critical challenge in the peace and reconstruction puzzle (Geneva, 2003)	This book examines the complex decent work deficits after armed conflicts and proposes an integrated strategy for addressing them, making this book a practical tool to aid post-conflict policy planners and implementers. The book covers the nature of the labour market and other features of the post-conflict situation; the heterogeneity of the crisis-affected groups and their specific concerns, such as youth, women, refugees, internally displaced people and ex-combatants. It also considers other elements of the integrated strategy, including skills training, local economic development, micro-finance, labour-intensive infrastructure rebuilding, social protection; and the roles of the private sector, cooperatives, workers and employers' associations, labour administration and international organizations.
Assessment (including Labour Market Assessment)	
ILO Generic Crisis Response Modules (Geneva, 2001) http://www.ilo.org/public/english/employment/crisis/download/modules.pdf	This handbook aims to facilitate the design of conflict-sensitive approaches to potentially fragile communities. It gives instruments for programming peace and conflict impact assessment and for designing conflict-sensitive options and programmes.
Crisis Response. Rapid needs assessment manual (Geneva, 2002)	This manual is designed to facilitate the assessment process by providing checklists, sectoral questions, and advice on setting up, conducting and reporting on crisis assessments. The intended users of the manual are ILO Crisis Response personnel and constituents,

http://www.ilo.org/public/english/employment/crisis/download/needs.pdf	who may be asked to organize or participate in such needs assessment missions. The use of this manual will help to ensure that information collected is consistent and as complete as possible and relevant to the design of potential ILO programmes for response.
Assessing the influence of the business environment on small enterprise employment: An assessment guide (Geneva, 2005) http://www.ilo.org/public/libdoc/ilo/2005/105B09_110_engl.pdf	A starting point for policy reform is to know how the current policy and regulatory framework affects small enterprises. By mapping and assessing the effects of existing laws and regulations on small enterprises, advocates of reform will have a credible information base, thus taking a significant step towards improving the business environment, and helping to determine priorities for reform. This guide has been prepared to guide and assist policy makers, researchers, evaluators, programme managers, or anyone else who wants to determine the effect that external influences have on employment in small enterprises.
Labour market assessments for the reintegration of ex-combatants in war-affected sub-Saharan African countries: practical Guidelines (1995)	Proposes Guidelines intended to clarify how gaps in labour market information can be filled in support of employment promotion and reintegration programmes for ex-combatants. Describes methodology for use in a survey of key informants.
Business Development Services	
Seminar Reader, Developing Commercial Markets for Business Development Services (Geneva, 2004)	This document presents the fundamental principles of BDS market development and summarizes key tools. It is illustrated with examples of how these principles and tools are applied. It is an introductory resource for newcomers to the field and a useful reference for experienced BDS professionals. Contained on the CD-ROM *Employment for peace: ILO tools to rebuild conflict-affected communities (Geneva, 2005)*
Are W.E. Being Served? The Work of the International Labour Organization (ILO) in Promoting More and Better BDS for Women Entrepreneurs (Geneva, 2003)	The ILO's InFocus Programme on Boosting Employment through Small Enterprise Development (IFP/SEED) places particular attention on enhancing economic opportunities for women. Since 2000, IFP/SEED's work in this area has been coordinated by a team working on Women's Entrepreneurship Development and Gender Equality (WEDGE). The word "WEDGE" has two distinct but related parts: "WED" stands for affirmative action to promote Women's Entrepreneurship Development, particularly where women are faced with barriers and inequalities in their efforts to create and grow their own enterprises; "GE" stands for mainstreaming gender equality issues into all of the ILO's work on small enterprise development, including its work on promoting market-led, sustainable business development services (BDS). Contained on the CD-ROM *Employment for peace: ILO tools to rebuild conflict-affected communities (Geneva, 2005)*
Children	
Prevention of child recruitment and reintegration of children associated with armed forces and groups: Strategic framework for addressing the economic	This Strategic Framework aims to provide guidance to those involved in addressing the economic aspects of child recruitment and reintegration of children associated with armed forces and groups. It brings together knowledge, lessons and good practices developed, tested and validated during the implementation of the ILO Inter-regional Programme on the Prevention and Reintegration of Children Involved in Armed Conflict.

gap (Geneva, 2007) http://www.ilo.org/ipecinfo/product/viewProduct.do?productId=6965	
Disabilities	
Assisting Disabled Persons in Finding Employment: A practical guide (Bangkok 1997) http://www.ilo.org/wcmsp5/groups/public/---asia/---ro-bangkok/documents/publication/wcms_bk_pb_92_en.pdf	This guide is intended for vocational guidance and placement personnel in mainstream and specialist employment services in governmental and non-governmental organizations. The resource book is intended to provide trainers with the necessary knowledge and includes overheads, transparencies and discussion questions. It is available in Spanish, Arabic, Khmer, Mandarin, Vietnamese, Thai and French (forthcoming).
Count Us In! How to make sure that women with disabilities can participate effectively in mainstream women's entrepreneurship development activities (Geneva, 2008) http://www.ilo.org/public/libdoc/ilo/2008/108B09_219_engl.pdf	The Count Us In! Guidelines are designed, in the first instance, for enterprise development specialists, as well as those involved in management and planning in this field, to enable them to include persons with disabilities in general entrepreneurship training and services on an equal basis with others. They also contain practical advice for disability specialists in their activities to promote entrepreneurship and improve livelihood.
Skills Development through Community Based Rehabilitation (CBR): A good practice guide (Geneva, 2008) http://www.ilo.org/wcmsp5/groups/public/---ed_emp/---ifp_skills/documents/publication/wcms_104624.pdf	The ILO has prepared this guide to good practice in skills development through community-based rehabilitation (CBR) as a contribution to defining how CBR can best be used as a strategy for poverty reduction among disabled people. The guide describes the key steps required to develop these skills, and includes multiple case studies to illustrate how CBR can contribute to the economic well-being of people living with disabilities.
Integrating Women and Girls with Disabilities into Mainstream Vocational Training: A practical guide (Bangkok, 1999) http://www.ilo.org/public/english/region/asro/bangkok/ability/download/wwd.pdf	This guide discusses the main issues relating to the seriously disadvantaged position of women with disabilities and provides basic information about disability. It suggests practical actions for vocational training institutes to increase the enrolment, participation, and integration of women with disabilities into their programmes, but is also useful to policy-makers in vocational training as well as in employers' and workers' organizations.

Trade Union action: Integrating disabled persons into working life (Geneva, 1998) http://www.oit.org/public/english/dialogue/actrav/publ/113/113e.pdf	The ILO Bureau for Workers' Activities and the ILO Vocational Rehabilitation Branch harness their resources in order to give visibility to a category of working people who have not yet received due attention and to contribute to the ILO's efforts to address the question of integrating disabled persons into working life through a more cohesive strategy.
Training and employment of people with disabilities: Viet Nam 2002 (Bangkok, 2004) http://www.ilo.org/public/english/region/asro/bangkok/ability/download/vietnam-final.pdf	The report includes country background information, statistics about people with disabilities and their organizations, a description of relevant legislation and policies and their official implementing structures, as well as the education, training and employment options available to people with disabilities.
Microfinance	
Introduction to Microfinance in Conflict-Affected Communities: A training manual (Geneva, 2002) (ILO-UNHCR) http://www.ilo.org/global/What_we_do/Publications/ILOBookstore/Orderonline/Books/lang--en/WCMS_PUBL_9221116425_EN/index.htm	The purpose of this course is to help participants to understand the main issues of implementing microfinance in conflict-affected communities; decide when microfinance is appropriate for a population affected by conflict, and how such programmes should be implemented; analyse the demand for microfinance in conflict-affected communities; design, implement and manage a sustainable microfinance programme; identify and develop other livelihood programmes.
Microfinance in post-conflict. Towards guiding principles for action (ILO-UNHCR) http://www.ilo.org/public/english/employment/finance/download/nagarajan.pdf	This training manual offers practical guidance on the development and implementation of microfinance programmes in conflict-affected countries. It provides helpful guidance on deciding when microfinance is appropriate for a population affected by conflict. It also explains how to analyse the demand for microfinance and how to proceed in designing, implementing and managing sustainable microfinance programmes. Other livelihood creation activities, such as grants, training programmes and employment services that can be promoted as an alternative or supplement to microfinance, are also covered.
Developing Financial Institutions in Conflict Affected Countries: Emerging Issues, First Lessons Learnt and Challenges Ahead (Geneva 1997) http://www.oit.org/public/english/employ	This study provides an overview of the specific constraints for micro-finance in countries emerging from armed conflict, sketches the experience so far, identifies emerging issues, elaborates the first lessons learnt on developing sustainable financial institutions, puts forwards recommendations for policy makers, financial institutions and donors, and sketches the challenges ahead.

ment/crisis/download/devefin.pdf	
Labour-intensive Approach	
Capacity-building for contracting in employment intensive infrastructure programmes (Geneva)	These modules include: putting in place an enabling environment for development through small-scale contracting; building a system-wide capacity for small-scale contracting; contractor identification: use existing contractors or recruit new ones? - A quick overview of contractor identification and selection criteria; Design and implementation of contractor training - A quick overview of a training programme for labour-based contractors. Contained on the CD-ROM *Employment for peace: ILO tools to rebuild conflict-affected communities* (Geneva, 2005)
Employment-intensive reconstruction works in countries emerging from armed conflicts (Geneva, 2001) http://www.ilo.org/public/english/employment/crisis/download/recone.pdf	The main objective of these Guidelines is to provide a planning and programming tool and advice for the timely and effective action as regards to the following: rehabilitation and development of the physical, economic, social and institutional infrastructure damaged during armed conflicts, and re-integration of conflict-affected groups in this process through employment creation applying employment intensive techniques. The Guidelines further aims to share the experiences gathered from EIIP in post-conflict situations and to give an overview of this process, the stages involved and a basic idea of the methodologies required. They are meant to disseminate those lessons and to provide guidance for planning, programming and implementing employment-intensive investment programmes in post-conflict scenarios.
Good labour policies and practices in employment intensive programmes – Quick overviews from the guide http://www.ilo.org/public/english/employment/recon/eiip/download/blue_guide.pdf	This overview consists of 13 sections: 1) recruitment issues, 2) setting of wages, 3) basis of remuneration, 4) remuneration in kind, 5) protection of wages, 6) attendance, 7) labour regulations, 8) motivation and discipline, 9) management and supervisory training, 10) safety and health, 11) social security and insurance, 12) duration of employment, and 13) rights of association. Contained on the CD-ROM *Employment for peace: ILO tools to rebuild conflict-affected communities (Geneva, 2005).*
Training Material Source Book: A Guide for Trainers in Labour-based Works (2000) http://www.ilo.org/public/english/employment/recon/eiip/download/train_source.pdf	This guide is for trainers who are charged with providing training for labour-based road works, or for the development of small-scale contractors. Its purpose is to assist them in selecting and developing appropriate training material.
International Course on Training of Trainers in Labour-based Road Construction and Maintenance - Trainer's Toolbox of Training Techniques (1995) http://www.ilo.org/public/english/employment/recon/eiip/download/train_toolbox.pdf	This general guide provides a selection of training delivery methods (training methodology) which helps trainers to plan and organise their training.

Training contractors for results. A guide for trainers and training managers (Geneva, 1988) http://www.ilo.org/public/libdoc/ilo/1988/88B09_214_engl.pdf	Gives practical advice on preparing and running a successful training programme for building contractors. It focuses on the results of learning, measurable in terms of improved performance in quality, time and cost on the construction site. Addressed to trainers and managers of training institutions, and to policy makers.
Sustainable community-managed and labour-based upgrading of urban low-income settlements (2002) http://www.ilo.org/public/english/employment/recon/eiip/publ/training.htm	A training course for engineers and town planners, which includes three components: i) Trainer's notes; ii) Workbook; and iii) Handbook
Labour Standards	
Improving the Impact of International Labour Standards through Technical Cooperation - a Practical Guide (Geneva, 2008) http://www.ilo.org/wcmsp5/groups/public/---ed_norm/---normes/documents/publication/wcms_100381.pdf	The purpose of this guide is to provide practical guidance to the International Labour Standards Department, including staff at headquarters and field specialists, on strategic entry points and opportunities for promoting and implementing international labour standards (ILS) through technical cooperation (TC). Technical cooperation is one of the major instruments used by the ILO to achieve its overall goal of promoting full and productive employment and decent work for women and men in all countries.
Integrated Labour Inspection Training System (ILITS) (Geneva, 2006) http://www.ilo.org/public/english/protection/safework/li_suppliers/download/inspection/ilits_en.pdf	High standards of inspector training are essential if decent work is to be promoted at the enterprise level. The Integrated Labour Inspection Training System (ILITS) provides a new modular approach to such training. ILITS provides a framework within each national labour inspectorates can develop their own training systems and packages, built upon a train-the-trainer methodology. It is both flexible and module-based, so that national labour inspectorates can develop training systems that are best adapted to their own needs, and tailored to meet available resources.
Local Economic Recovery (LER)/Local Economic Development (LED)	
LER Guides Introduction, Guide 1: Getting Started with LER, Guide 2: Assessing the LER Context, Guide 3: Developing an LER Strategy (DRAFTS) (Geneva, 2008)	These LER Guides provide the conceptual and operational foundations for the implementation of the LER approach. They include key and relevant concepts and instructions, as well as a set of additional insights which should make the practitioner confident with the LER process and how to go about it. They should be intended as a 'vademecum': they are conceived to support self-learning processes and, therefore, designed to be self-explanatory and as comprehensive as possible. Practitioners can benefit from them and use them as a guiding reference in their daily work.
Local Economic Development in post-crises situations: Operational Guide (Geneva,	The Guide is a tool and handbook for programme managers, staff, consultants and local development partners working on social and economic recovery and development interventions in post-crisis situations. The Guide illustrates why LED is particularly effective in

2004) http://www.ilo.org/public/libdoc/ilo/2004/104B09_359_engl.pdf	post-crisis situations, as well as how to implement LED in practice. Each section begins with advice on different points to consider before introducing practical step-by-step methodologies, enriched by "tool-sections" that contain helpful examples, contacts, questionnaires etc. for implementing every day activities at the grassroots level.
Local Economic Recovery in Iraq: Learning material for practitioners (Geneva, 2007) http://www.ilo.org/public/english/employment/crisis/download/leriraq.pdf	This training material provides context-specific solutions to poverty and socio-economic vulnerability, based on local resources, assets and opportunities, while maximizing the employment creation potential of local, national and international investments for rehabilitation and reconstruction. The material was designed by the ILO to support UNHCR and its implementing partners (IPs) to build capacities based on LER principles, taking into consideration the knowledge and concerns of the INGOs that are delivering on the ground. The specific objectives of this material are to guide practitioners at examining the major features of LER as well as the implications of applying it; analyzing existing resources of targeted localities and employment potential for reintegration opportunities; determining how to mobilize stakeholders and communities and build up consensus around opportune LER initiatives; and drafting Guidelines and adapted tools for community facilitators to implement Economic Recovery initiatives, such as IGAs and QIPs at the Local level in Iraq.
Demand-Driven Approaches to Livelihood Support in Post-War Contexts (Geneva 2006) (ILO-World Bank) http://www.ilo.org/public/english/employment/crisis/download/ilowb.pdf	This paper is a collaborative effort between the ILO and the World Bank, exploring potential applications of demand-driven, community-led approaches to livelihood support in post-war contexts. It is based on review of the two organizations' experience with such instruments in conflict-affected areas, the former in the context of its Local Economic Development (LED) approach and the latter in the context of its Community Driven Development (CDD) approach. It includes an analysis of contextual factors in conflict-affected communities; a brief description of what demand-driven approaches entail; likely benefits of and challenges to applying these approaches; and operational principles and recommendations for action.
Private Sector Involvement	
Business and decent work in conflict zones: A "why?" and "how?" guide (Geneva, 2003) http://www.ilo.org/public/english/employment/crisis/download/busguide.pdf	This short guide is to support companies – large and small, national and international – that are operating, or envisaging to operate, in conflict ridden areas. It offers them practical tips to build up a more peaceful and productive environment within the company itself and in its surrounding context, based on ILO's Decent Work approach. It should thus enable companies to play an important peace-building role and benefit from it.
Trade unions in conflict-affected countries: experiences and roles in peace negotiation, social healing, reconstruction and development (1997)	This report presents trade unions' experiences and roles in peace negotiation, social healing, reconstruction and development, in countries affected by conflict. It is the report of the Consultative Meeting for Workers' Delegates (Geneva, 17 June 1997), organized by the ILO's Bureau for Workers Activities in collaboration with the Action Programme on Skills and Entrepreneurship Training for Countries Emerging from Armed Conflict. The objective was to learn from the experiences of workers' organizations in those countries with respect to war's impact on trade unions, their role during the post-conflict period, initiatives, linkages developed with other institutions, major constraints and future actions. The paper summarizes the discussions and presents the conclusions and future actions in the framework of the ILO technical assistance activities.
Small and Medium-size Enterprise	
Municipal solid waste management	This book is for managers, engineers and administrators with responsibility for municipal solid waste management and service

involving micro- and small enterprises: Guidelines for municipal managers (Turin, 1998)	improvement. It covers the "Why?" and "How?" of involving new entrepreneurs and small community-based groups in the collection of solid waste (garbage) from streets, homes and businesses. This book is primarily concerned with situations found in middle- and lower-income countries and draws extensively on experiences in Latin America, South East Asia and Africa.
The role of cooperatives and other self-help organizations in crisis resolution and socio-economic recovery (Geneva, 2001) http://www.ilo.org/public/libdoc/ilo/2001/101B09_544_engl.pdf	This report provides guidance on identifying where, when and how Coops/SHOs could be most usefully encouraged and supported to contribute to the crisis resolution and recovery process. This document has been prepared primarily for the use of those involved in crisis response and reconstruction programmes, who may not be specialists in the field of Coops/SHOs.
Rapid market appraisal: a manual for entrepreneurs/ Rapid market appraisal: a manual for trainers (Geneva, 2000) http://www.ilo.org/public/libdoc/ilo/2000/100B09_234_engl.pdf http://www.ilo.org/public/libdoc/ilo/2000/100B09_233_engl.pdf	The *Entrepreneurs'* manual is for people who own and operate micro and small businesses. It will help the small business owners in conducting rapid market appraisals on their own. The *Trainers'* manual is for trainers, agencies and groups who encourage the development of micro and small-scale enterprises (MSEs). It offers one method of sensitizing entrepreneurs to the market and developing practical products that can find a profitable place in local markets. Contained on the CD-ROM *Employment for peace: ILO tools to rebuild conflict-affected communities (Geneva, 2005)*
Syndicoop handbook: Let's organize (informal economy worker organization) (2006)	This handbook is organized from the trade union and cooperative movements who will be helping groups of informal economy workers. This handbook will provide an orientation for those trying to organize in the informal economy.
Reaching out to SMEs – An electronic toolkit for employers' organizations (2005) http://learning.itcilo.org/sme/	Employers' organizations need to reach out to SMEs, represent and advocate on their behalf and, if feasible, provide services that meet their needs. This electronic toolkit is designed to help EOs in these activities. It targets the managers, directors and staff of EOs and has been organised around the themes of representation, advocacy and services.
Start Your Business (SYB) Handbook/Workbook/Business plan. International Edition (Geneva, 2002)	SYB is a materials-based training programme for potential entrepreneurs with a business idea who want to proceed and start their own business. The very interactive training can be organized flexibly, according to clients' needs, takes approximately 5 days and is taught using advanced adult training methodologies. Contained on the CD-ROM *Employment for peace: ILO tools to rebuild conflict-affected communities (Geneva, 2005)*
Handbook on Cooperatives for use by Workers' Organizations (Geneva, 2007)	This handbook lists the essential things to know about cooperatives for all those who are interested as members, future members, politicians or staff of national or international institutions in charge of the promotion and development of cooperatives. In simple, understandable language, the handbook deals in turn with the characteristic features of cooperatives, cooperative enterprise as a

http://www.ilo.org/wcmsp5/groups/public/---ed_emp/---emp_ent/documents/publication/wcms_094046.pdf	whole, and the promotion of cooperatives.
Work Improvement in Small Enterprise Programme (WISE) -Brochures on Training Modules -Checklist - WIND http://www.ilo.org/public/english/protection/condtrav/workcond/workcond_pamphlets.htm	WISE is designed to promote practical, voluntary action to improve working conditions by owners and managers of small and medium enterprises. A brochure describing the WISE programme and pamphlets on the technical subjects dealt with in WISE are available. Based on WISE there are also the Work Improvement in Neighbourhood Development (WIND) materials.
The Improve Your Working Environment and Business (I-WEB) http://www.oit.org/images/empent/static/seed/IWEBfs0205.pdf	I-WEB is a business training package (drawing on WIDE) promotes action to improve the operations of micro and small entrepreneurs, applying basic concepts from ILO's Work Improvement in Small Enterprise (WISE) and Improve Your Business. The training package "Improving business through better working conditions" for micro and small entrepreneurs provides trainers with Guidelines and practical techniques and tools to implement simple and low-cost improvements in the workplace.
Manual: Leasing for Small and Micro Enterprises, A guide for designing and managing leasing schemes in developing countries http://www.ilo.org/public/libdoc/ilo/2003/103B09_139_engl.pdf	Presents an illustration of the pros and cons of leasing to small and micro enterprises, including an overview of the risks for the financial institution.
Guarantee Funds for Small Enterprises: A manual for guarantee fund managers http://www.ilo.org/public/libdoc/ilo/2004/1	Explains how credit guarantee funds can facilitate access to finance for small enterprises and reviews the advantages and disadvantages of different models of funds. Provides guidance for guarantee fund managers on eligibility and risk sharing, operating procedures, marketing, pricing and accounting.

04B09_435_engl.pdf	
Training and Education	
Manual on Training and Employment Options for Ex-Combatants (Geneva, 1997) http://www.ilo.org/public/english/employment/crisis/download/excombe.pdf	This manual provides Guidelines and practical steps in the planning and the management of employment promotion programmes targeted to war displaced persons. The main activities covered are the following: labour market analyses and needs assessment; feasibility studies for training activities with employment potentials; definition of the inputs, support mechanisms and outputs for the training and employment promotion programmes; and follow-up of the programmes' results. The document suggests investigation, several alternative training strategies combined with pilot employment schemes through the promotion of local employment initiatives, labour-intensive public works and entrepreneurship activities.
TREE Generic Methodology: Brief Introduction	Training for Rural Economic Empowerment (TREE) is a methodology for promoting economic empowerment that emphasises the crucial role of training in the package of actions to create new economic and employment opportunities for the poor, the underemployed, the unemployed and the otherwise disadvantaged. It is a tool that draws on a range of ILO expertise and experiences. This document provides a brief introduction to the methodology.
Value-chain	
Value Chain Development for Decent Work: A guide for development practitioners, government and private sector initiatives (Final draft) (Geneva, 2008)	This ILO guide includes topics such as Sector selection for Decent Work, Project setup and initial research & evaluation, Value chain mapping: understanding relationships, Value chain research: identifying Decent Work deficits, Value chain analysis: developing a vision for sustainable Decent Work outcomes, and Monitoring & evaluation for value chain development.
Women	
Gender Guidelines for employment and skills training in conflict-affected countries (Geneva, 1998) http://www.ilo.org/public/english/employment/crisis/download/gender.pdf	This tool is geared to facilitating the mainstreaming of gender concerns into reintegration, reconstruction and peace-building programmes and to enhance the capacity of the relevant actors promoting skills training and employment in conflict-affected countries. It brings together the key issues concerning women and gender in conflicted-affected countries and sets out Guidelines for dealing with them within employment promotion and skills training in such contexts.
SEED Working Paper No. 15 - Jobs, Gender and Small Enterprises: Getting the Policy Environment Right (Geneva, 2001) http://www.ilo.org/wcmsp5/groups/public/---ed_emp/---emp_ent/documents/publication/wcms_111394.pdf	This Working Paper, number 15 of IFP/SEED's Working Papers, is the second one published as part of the series on Women's Entrepreneurship Development and Gender in Enterprises (WEDGE).The Paper provides a comprehensive review of relevant approaches to formulating the most effective policies to promote women's entrepreneurship development. In addition to reviewing the current state of policies, the paper also provides a valuable set of "good practice" Guidelines for policy-makers, both within governments as well as within international and donor support organizations.

Gender equality, fundamental rights and skills in life and at work: trainers' kit (2007) http://www.ilo.org/public/english/region/asro/bangkok/library/download/pub08-23.pdf	The trainers' kit is a tool designed to raise awareness on gender equality, to provide life skills, and enhance understanding of fundamental rights at work and in life for women in rural communities, and is intended to be used by trainers involved in these issues. The kit has two books: a training manual and a picture book.
Gender in Crisis Response: A guide to the gender-poverty-employment link (Geneva, 2004) http://www.ilo.org/public/english/employment/crisis/download/gender3.pdf	This guide makes recommendations on integrating gender analysis into the design, implementation, monitoring and evaluation of post-crisis employment projects. Different approaches to crisis response and post-crisis recovery are reviewed, including the following: employment-intensive infrastructure rehabilitation and construction, income-generating projects such as micro-credit facilities, skills training, rebuilding of social safety nets and creating or reforming policies and mechanisms to regulate the social protection sector.
Red shoes. Experiences of girls combatants in Liberia (Geneva 2006) http://www.ilo.org/public/english/employment/crisis/download/redshoes.pdf	This study is based on interviews with girls who were actively engaged in the conflict, and provides insights on the motives of Liberian girls aged 15-24 years for taking up arms and the challenges they face in becoming civilian young women. It presents their experiences, needs, frustrations and ambitions and analyses the gender dimensions of girl participation in armed conflict and also examines whether and how sexual violence and gender-based discrimination has affected the girls' decisions to join armed forces and what role gender-based violence played during and after combat. Beyond the relevance of this question for researchers and practitioners active in war-affected areas, this report aims to raise national and international public awareness on the problem of sexual violence as a weapon in warfare and its consequences.
Youth	
Guide for the preparation of National Action Plans on Youth Employment (Geneva, 2008) http://www.ilo.org/public/english/employment/yett/download/nap.pdf	This guide seeks to respond to the need of countries to have a framework for the development of National Action Plans on Youth Employment (NAPs). It is designed to: ensure a common understanding of the process desirable for supporting countries in preparing NAPs; suggest a practical step-by-step approach to developing NAPs through a concerted and coordinated process that draws on and fosters broad-based national ownership; provide guidance to countries (the relevant stakeholders) to prepare a comprehensive NAP; and be a methodological tool for the ILO and other international agencies.
Young people's transition to decent work: Evidence from Kosovo (Geneva, 2007) http://www2.ilo.org/public/english/employment/yett/download/swtskosovo.pdf	This joint study seeks to measure the quality of the transition to decent work in Kosovo. It captures the labour market status of young people, the different types of transitions leading to work and provides information on both quantity and quality of employment. The study also incorporates the results of an employers' survey that enriches the analysis with data concerning labour demand. Furthermore, the process followed in conducting the survey – from the training of data collectors to the tabulation – was based on a participatory approach involving government institutions, employers' and workers' organizations and youth associations.

Annex V. Relevant ILO Conventions, Recommendations and UN Resolutions

Full texts of Conventions and Recommendations are included in the CD-ROM

- ⇒ Freedom of association and Protection of the Right to Organize Convention, 1948 (No. 87) and Right to Organize and Collective Bargaining Convention, 1949 (No. 98)
- ⇒ Forced Labour Convention, 1930 (No. 29) and Abolition of Forced Labour Convention, 1957 (No. 105)
- ⇒ Minimum Age Convention, 1973 (No. 138) and Minimum Age Recommendation, 1973
- ⇒ (No.146)
- ⇒ Equal Remuneration Convention, 1951 (No. 100) and Discrimination (Employment and Occupation Convention, 1958 (No. 11169).
- ⇒ Universal Declaration of Human Rights (1948)
- ⇒ Geneva Convention (1948) and Additional Protocol (1977)
- ⇒ International Covenant on Civil and Political Rights (1966)
- ⇒ International Covenant on Economic, Social and Cultural Rights (1966)
- ⇒ Declaration on The protection of Women and Children in Emergency and Armed Conflicts (1974)
- ⇒ Convention on the Elimination of All Forms of Discrimination against Women, 1979 and Optional Protocol, 1999
- ⇒ Resolution 1325 of the UN Security Council on Women, Peace and Security, 2000
- ⇒ Indigenous and Tribal Populations Convention, 1957 (No. 107) and Indigenous and Tribal Peoples Convention, 1989 (No. 169)
- ⇒ Social Policy (Basic Aims and Standards) Convention, 1962 (No. 117)
- ⇒ Vocational Rehabilitation and Employment (Disabled Persons) Convention, 1983 (No. 159) and the Code of Practice on Managing Disability in the Workplace, 2002
- ⇒ Convention on the Rights of the Child, 1989 and Additional Protocol I and II, 1977
- ⇒ Optional Protocol to the Convention on the Rights of the Child on Involvement of Children in Armed Conflict, 2000
- ⇒ Human Resources Development Convention, 1975 (No. 142) and Human Resources Development Recommendation, 1975 (No. 150)
- ⇒ Worst Forms of Child Labour Convention[70], 1999 (No. 182) and Worst Forms of Child Labour Recommendation, 1999 (No. 190)
- ⇒ Resolution 1820

[69] Applying C11 to DDR programmes means avoiding "any distinction, exclusion or preference made on the basis of race, colour, sex, religion, political opinion, national extraction or social origin, which has the effect of nullifying or impairing equality of opportunity or treatment in employment or occupation" (Art. 1).

[70] C182 makes exclusive reference to the prohibition of child participation in armed conflict.

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Glossary

Business Development Services	A wide range of non-financial services used by entrepreneurs to help them operate efficiently and develop their businesses. Focuses on promoting the access to and use of these services by micro, small, and medium scale enterprises. It may include training, consultation services, marketing services and information resources that help companies gain access to services, usually enjoyed only by larger firms.
Cash-for-work	Short-term temporary employment where workers receive their remuneration in cash with the aim of generating provisional employment rapidly and inject cash into the community.[71]
Community contracting	An agreement between a community-based organization and an external funding or support agency to implement a development project for the benefit of the community.[72]
Decent work	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 in the workplace and social protection for families, better prospects for personal development and social integration, freedom for people to express their concerns, organize and participate in the decisions that affect their lives and equality of opportunity and treatment for all women and men.[73]
Demobilization	The formal and controlled discharge of active combatants from armed forces or other armed groups. The first stage of demobilization may extend from the processing of individual combatants in temporary centres to the massing of troops in camps designated for this purpose. The second stage of demobilization encompasses the support package provided to the demobilized, which is called reinsertion.
Disarmament	The collection, documentation, control and disposal of small arms, ammunition, explosives and light and heavy weapons of combatants and often also of the civilian population. Disarmament also includes the development of responsible arms management programmes.
Emergency public employment services	A range of services that aim at matching demand and supply on the local labour market in the short, medium and long term.[74]
Employability	Relates to portable competencies and qualifications that enhance an individual's capacity to make use of the education and training opportunities available in order to secure and retain decent work.

[71] ILO, Employment for peace (CD ROM), Short guide on CFW.
[72] ILO, Employment for peace (CD ROM), Short guide on community contracting
[73] http://www.ilo.org/public/english/decent.htm
[74] ILO, Employment for peace (CD ROM), short guide on EPES

Employment Intensive Investment	Aims at orienting infrastructure investments towards the creation of higher levels of productive employment and towards the improvement of access to basic goods and services for the poor. This combined use of local participation in planning with the utilization of locally available skills, technology, materials, and appropriate work methods has proven to be an effective and economically-viable approach to infrastructure works in conflict-affected and developing countries.[75]
Food-for-work	Short temporary employment in works of public benefit, where workers receive up to 50% of their remuneration in kind. FFW can also be provided in the form of voluntary self-help community activities that directly benefit labourers. FFW is carried out in circumstances where food is scarce and wages low or market mechanisms are not operating.[76]
Gender roles	Learned expectations and behaviours in a given society, community or social group that determine the type of activities that are seen as 'male' or 'female'.
Governance	The manner in which power and authority are exercised by both public and private bodies. Covers management, legal framework, accountability and transparency.
Hidden unemployment	Refers to the labour force not reported as unemployed because it is not actively seeking work for one reason or another.
Income generating activities	A range of activities in support to livelihoods and community development aimed at restoring belongings, land and capital of households and usually including (in-kind) grants.
Informal economy	The informal economy absorbs workers who would otherwise be without work or income. It represents a growing labour force mainly consisting of women and youth. The informal economy is characterized by the lack of social protection, representation, property rights, access to legal and judicial system, neither to public infrastructure and services.[77]
Internally Displaced Persons (IDPs)	People who have fled or been forced to migrate from their homes, as a result of civil strife, war, natural disasters or other forms of crisis, but remain within the boundaries of their home country.[78]
Key informant	A knowledgeable individual from the community or target population who can provide essential information on a requested topic/activity.
Labour market	A system consisting of employers as buyers and workers as sellers, the purpose of which is to match job vacancies with job applicants and to set wages.
Labour-based technology	A technology that applies a labour/equipment mix that gives priority to labour, supplementing it with appropriate equipment where necessary for reasons of quality or cost. While producing

[75] http://www.ilo.org/public/english/employment/recon/eiip/about/index.htm
[76] ILO, Employment for peace, Short guide on FFW
[77] http://www.ilo.org/public/english/employment/infeco/
[78] ILO, 2001. ILO Generic Crisis Response Learning Units

	or maintaining infrastructure to a specified standard in a cost-effective manner, people are employed under fair working conditions. It is in this respect important to distinguish between an optimum and efficient use of labour, as opposed to a maximum, and possibly inefficient use.[79]
Labour-intensive methods (LI)	Is used where the goal is to maximize employment, by choosing projects with a high labour content with either very small additional inputs and a low level of technical difficulty, or by making sacrifices on efficiency and quality.
Livelihood	A livelihood comprises the capabilities, assets (stores, resources, claims and access) and activities required for a means of living.
Local Economic Development	A participatory development process that encourages partnerships between the main private and public stakeholders at the local level and enables the joint design and implementation of a common development strategy. The overall objective is to base economic activity on social conditions and local resources, rather than vice-versa. LED makes use of regional capabilities and local competitive advantages in a global context. This holistic approach creates linkages across conventional policy areas and integrates local, national and international levels.[80]
Local Economic Recovery	A participatory and area-based approach to post-war recovery that provides context specific solutions to poverty and socio-economic vulnerability, based on local resources, assets and opportunities while maximizing the employment creation potential of local, national and international investments for rehabilitation and reconstruction.
micro-finance	The provision of financial services (for example, credit, savings, micro-insurance, leasing) in a sustainable way to micro-entrepreneurs and other individuals with low incomes, who do not have access to commercial financial services.[81]
Multi-stakeholder dialogue	Dialogue among a wide range public and private actors with a stake in the socio-economic recovery and development in a given territory, which enables the brainstorming of ideas, exchange of information, discovery of new solutions, preparation of shared proposals, creation of partnerships and promotion of actions.
Participatory approach	An approach that guarantees that all entities/people involved influence and share the control of initiatives, decisions and resources.
Primary data	Data collected directly from the conflict affected people (for example, ex-combatants, refugees, farmers, widows, displaced persons, business owners).
Recovery	Refers to a wide-ranging process (the re-building of livelihoods, housing, services, local government, etc) following a crisis, with the aim of regaining a level of stability in the area. This lays the

[79] http://www.ilo.org/public/english/employment/recon/eiip/about/lbt.htm

[80] http://www.ilo.org/led

[81] ILO, Employment for peace, Short guide on microfinance.

	basic foundations for the transition from the immediate emergency response to medium-term and long-term development.
Refugee	A person who "owing to a well-founded fear of being persecuted for reasons of race, religion, nationality, membership of a particular social group, or political opinion, is outside the country of his nationality, and is unable to or, owing to such fear, is unwilling to avail himself of the protection of that country."[82]
Rehabilitation	The phase that follows/overlaps the relief phase in the transition from war to sustainable peace and development with the objective to restore (temporarily) the delivery of basic services.
Reinsertion	The reinsertion phase, on DDR provides targeted support during the transition from demobilization to resettlement, and can create short-term income-generation opportunities for ex-combatants. It provides a "waiting space" while longer term reintegration support can be launched.
Reintegration	Reintegration is the process by which ex-combatants acquire civilian status and gain sustainable employment and income. Reintegration is essentially a social and economic process with an open time-frame, primarily taking place in communities at the local level. It is part of the general development of a country and a national responsibility, and often necessitates long-term external assistance.
Secondary data	Data not collected directly from the affected people, but collected by an institution of government office, local actors or international agencies and then passed on to others.
Social dialogue	Includes all types of negotiation, consultation or exchange of information between or among representatives of governments, employers and workers on issues of common interest relating to economic and social policy.
Social exclusion	Used to describe a particular situation in which people who are not able to take part in or influence decisions in their community.
Social safety nets	Refer to government, community or family mechanisms for supporting those who are facing difficulties and who may need some assistance. Assistance may consist of financial or social support.
Stakeholders	Refers to a group of individuals who are participating or might participate in any action/project/programme, either through their own efforts or in partnership with an organization. Individuals within a stakeholder group share similar interests (that is, groups of farmers, fishermen, widows, youth, small business owners, etc.).
SWOT analysis	Refers to the analysis of the Strengths, Weaknesses, Opportunities and Threats. The SWOT analysis helps to determine how to

[82] Article 1, The 1951 Convention Relating to the Status of Refugees.

recognize advantages, and address the problem areas and resource shortfalls that have been identified.

Territorial diagnosis The analysis and definition of the actual status of the local economy, its physical resources, actors and the dynamic between the actors.

Underemployment Underutilization or inefficient use of a worker's skills, qualifications or experience, or where the worker is unable to work as many hours as he or she is willing to.

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