

HL PANEL ON INTERNAL DISPLACEMENT

Call for submissions, April 2020

INTERNATIONAL LABOUR ORGANIZATION (ILO)

Fragility and conflict as well as climate change and natural disasters are the main drivers of forced displacement within countries as well as across borders. Over the years, protracted conflicts and fragility in various parts of the world have led to an unprecedented number of long-term refugees and IDPs globally.¹ **Forced displacement disrupts the lives of those forced to move, including their jobs, employment and livelihoods.**

Once they arrive in the host community, IDPs often face both logistical and administrative challenges, and may find themselves in conditions that do not facilitate the continuation of their previous occupation or the search for a new job. **Despite being nationals of the country in which they are displaced, IDPs may lack the opportunities to earn a living** for both legal and practical reasons such as lack of adequate skills, capital, savings, equipment and workspace. In some cases, they may face exclusion, inequality and discrimination and experience other problems in their coexistence with the host communities, which further undermines their capacity to access the labour market. **IDPs who do find employment in their new location may face decent work deficits**, as their jobs are often precarious and concentrated in low-skilled, informal or under-regulated sectors. Fragility and crisis can further exacerbate poor conditions of work and, in the worst cases, give rise to situations of forced or compulsory labour. Limited or insufficient access to economic opportunities, lack of positive contact and interactions between IDPs and the communities who are hosting them, and the existence of grievances over inequality, fundamental rights at work and exclusion can fuel further fragility and conflict, increasing the vulnerability of these populations.

The ILO has a century-long experience in promoting social justice to make countries and societies more peaceful and resilient. The Decent Work agenda aims to ensure that all women and men have access to jobs in conditions of freedom, equity, security and human dignity. Its rights-based approach is especially relevant to protecting and empowering some of the most vulnerable groups of the world's population, such as IDPs, refugees and migrants. The involvement of the ILO's tripartite constituency, namely the representatives of Governments, Workers' and Employers' organizations, through effective social dialogue is essential for the realization of the objective of Decent Work at the national level and the promotion of peace and social justice. Their close collaboration with the authorities in charge of IDPs is key for the creation of an enabling environment for socio-economic inclusion in displacement contexts.

One of ILO's normative instruments in particular, [Recommendation No.205 on employment and decent work for peace and resilience \(2017\)](#), is regarded as a landmark standard for promoting ILO's values and approaches in the humanitarian, development and peace nexus. It offers guidance to ILO constituents to respond to the consequences of conflict and disasters on the world of work through employment and decent work. The Recommendation considers IDPs one of the population groups that require special attention in light of the increased vulnerability they face in crisis situations. Its section IV specifically covers internal displacement with the aim to promote the socio-economic and labour market integration of IDPs by supporting their livelihoods, training and employment; and to ensure decent employment opportunities for both the displaced and the local populations by building resilience and strengthening capacity of host communities in a way that fosters peaceful coexistence. This section, which also calls for measures to facilitate the voluntary return of IDPs to

¹ According to UNHCR Global Trends: Forced Displacement in 2018, the number of forcibly displaced persons worldwide reached 70.8 million in 2018. See www.unhcr.org/5d08d7ee7.pdf

their places of origin, and their reintegration into labour markets when conditions allow it, is largely based on the [ILO Guiding Principles on the access of refugees and other forcibly displaced persons to the labour market \(2016\)](#). It is important to note that, while both the Recommendation and the Guiding Principles are non-binding, they are the result of tripartite consultation and respond to the need of linking short-term emergency assistance with job creation and resilience building for durable solutions and sustainable development.

The [ILO Centenary Declaration on the Future of Work \(2019\)](#) reiterates the importance of putting ILO's values and knowledge at the service of the most vulnerable populations in the world by recognizing that decent work is key to sustainable development, addressing income inequality and ending poverty particularly in areas affected by conflict, disaster and other humanitarian emergencies. The Declaration's human-centred agenda – built around three pillars of action: **investing in people's capabilities, investing in the institutions of work and investing in decent and sustainable work** – promotes the centrality of Decent Work also in the humanitarian-development-peace nexus, and drives efforts towards achieving a future of work that provides decent and sustainable work opportunities for all, including those forcibly displaced by conflict or disaster.

The [ILO's Jobs for Peace and Resilience Flagship Programme \(JPR\)](#), which is currently implemented in several refugee and IDP contexts, aims at contributing to more peaceful and resilient societies by combining various approaches that create jobs, reinforce skills and promote private sector and local economic development in countries affected by fragility, conflict and disaster. Considering that weak governance, lack of dialogue and rights violations can slow down or impede crisis recovery and peace processes, the JPR also places a strong focus on institution building, social dialogue, and International Labour Standards, including Fundamental Principles and Rights at Work. Through equal access to decent job opportunities, the JPR aims to increase positive contact and break down stereotypes between host and hosted communities, and to reduce potential grievances, in an effort to contribute to peaceful coexistence and social cohesion. Its approach is therefore particularly relevant to forced displacement situations. In the context of the COVID-19 crisis, the JPR is looking at the additional threats to peace and stability that may result from unequal or insufficient access to health services, decent jobs and livelihoods, and that could exacerbate fragility. The objective is to develop responses across technical areas such as employment intensive investments, enterprise support, skills development and employment services in ways that mitigate the socio-economic impact of the pandemic while reinforcing existing paths of resilience.

The [International Programme on the Elimination of Child Labour and Forced Labour \(IPEC+\)](#) works with the ILO's constituents and with other relevant international and local partners to promote the eradication of child labour and forced labour and the realization of all fundamental rights at work.² The Programme has a proven track record in responding to crisis by i) promoting low-level education and conditional cash transfer programmes in affected areas; ii) strengthening enforcement measures, based on the rule of law and fundamental rights; iii) implementing income generating activities to create livelihoods; iv) strengthening sustainable monitoring systems based on national labour inspection; but also v) reaching out affected communities to ensure that children are withdrawn from the worst forms of child labour and referred to education. In response to the spread of the coronavirus pandemic, the Programme has developed business continuity plans to mitigate the risk and to repurpose its strategy, and is seeking to allocate additional funding to support monitoring the impact of COVID-19 on child labour, forced labour and human trafficking, in particular in relation to school closures, unemployment, the loss of livelihoods of affected communities and the lack of social protection systems. The experience of previous crisis situations has shown that these factors play a particularly strong role in exacerbating the risk to child and forced labour. In addition, child labour and forced labour tend to affect communities that are vulnerable to discrimination and where freedom of association and collective bargaining are weak.

² IPEC+ has ongoing operations in 62 countries and could be scaled up to cover an additional 10 countries, thereby reaching at least 1 million vulnerable children and families.

In the specific context of the UN System response to the COVID-19 crisis, the ILO recently participated in the development of the [UN framework for the immediate socio-economic response to COVID-19](#) and the paper [COVID-19 and Human Rights: We are all in this together](#), which includes a specific recommendation on displaced persons. These joint initiatives, together with the launch of [COVID-19 Global Humanitarian Response Plan](#), have provided new opportunities to re-emphasize the need for a multilateral approach to sustainable development, and the importance of combining social, economic and environmental objectives in country-level responses.

The pandemic has underscored the urgent need to protect the most vulnerable, in line with the principle of leaving no one behind. The ILO's rights-based approach and its social justice mandate are essential instruments for tackling this and other world-of-work challenges confronting humanity at this difficult time.

Annex – Examples of country interventions

The ILO has been involved in responding to forced displacement in different regions, more recently mainly in the MENA region. The ILO response is built on a comprehensive model that goes from short-term employment and income-generation opportunities to formal access to the labour market through skills development and certification, work permits, entrepreneurship development, and meaningful participation and inclusion through social dialogue. All these elements lay the foundations for sustainable and decent work for all, an essential part to the development of durable solutions.

Some examples, practices and experiences of the ILO in this area include:

In Ethiopia

- The humanitarian landscape of Ethiopia continues to be dominated by challenges posed by intercommunal violence and the resultant mass internal displacements (IDPs). There is a triple challenge of drought impact, localized flooding and the still significant humanitarian and recovery needs of IDPs, returnees and host communities.
- Assessments as of September 2019 have identified 1.61 million IDPs (307,437 households) internally displaced across 1,149 sites in Ethiopia with 1.07 million IDPs (66.8%) conflict-induced and 402,562 IDPs (25.1%) climate-induced.
- Two areas (Shire & Jijiga) emerged as potential targets and initial priorities amongst the below forcibly displaced hosting areas. Intensely displacement-impacted areas in the Faafan Zone of SRS and the NW Tigray (Shire) zone emerged as potential areas of interest. However, interventions may not be restricted to these two areas, as support to economic opportunities and necessary market linkages that stretch across different refugee hosting areas may be pursued.
- The Partners of the [PROSPECTS partnership](#) (IFC, ILO, UNICEF, UNHCR, World Bank) will collaboratively support government-led efforts to strengthen systems and develop and implement policies that promote inclusion and socio-economic development of FDPs and host communities, whilst working closely with local authorities, business/private sector, and communities to identify, maximize, and realize opportunities.
- It is proposed to initiate activities in the Jijiga urban area focusing upon employment of host community and IDPs already settled in and around the town and concentrating upon cobblestone-paving and drainage of urban roads. Such works are already in progress to some extent in Jijiga, the works are highly labour-intensive and women comprise an appreciable proportion of the existing labour force. This approach could subsequently be extended to similar public works in the Kebribeyah urban area employing host community and refugees although such interventions would be subject to updating of the Kebribeyah development / land use plan as a pre-requisite for initiation of the works.

In Somalia

- Somalia is emerging from a legacy of two and half decades of cycles of violent conflict and fragility. Since 1991, the country has been fragmented by armed conflict, ad hoc regime change and state capture. Decades of conflict compounded by recurring natural disasters have displaced a significant part of society and damaged much of the country's infrastructure, resulting in high rates of poverty and food insecurity.
- It is estimated that the country hosts some 1.3 million internally displaced, many of whom live in urban areas. Poverty is estimated at approximately 49 percent at the national level while overall urban poverty rate stands at 45 percent.
- Poverty is heavily concentrated in settlements of Internally Displaced Persons (IDPs) at 70 percent. A joint site verification exercise conducted in Baidoa on 6-8 May 2018, assessed and mapped a total of 377 IDP sites, hosting 44,995 households.
- The effect of poor infrastructure is ranked as the most important and vital issue affecting the overall socio-economic recovery and development process in Somalia today. A study by EU recommended "an increased investment in a range of basic services, livelihoods, housing, security and protection in cities" so that displaced people (in particular IDPs and returnees) can not only feel they belong but enjoy better living standards.
- Investment in infrastructure plays a significant role in the sustainable transition from conflict to recovery to development. Through its project "Sustainable return and reintegration through Employment-Intensive Infrastructure works", the ILO seeks to improve the livelihoods of IDPs and returnees through the dual output of improved infrastructure and creation of employment opportunities (during both the implementation and the subsequent maintenance of the created infrastructure assets). The project is expected to create a minimum of 295,000 workdays for Internally Displaced Persons (IDP), returnees and host communities.

In Myanmar

- Troubled by decades of military dictatorship, Myanmar never put people at the heart of any development. Prior to the start of the reform process in 2012, people were not considered as valuable resources. This led to high levels of poverty, social disintegration and serious violations of human rights across the country. After the reform process started, the work toward sustaining genuine reform has so far proven to be more difficult than expected by the international community. While the lack of capacity, which at times took the form of reluctance to change, has raised question about the genuineness of the reform agenda, the ILO and the whole international community are fully committed to try to make the reform beneficial to the people of Myanmar.
- Myanmar's Decent Work Country Programme (DWCP)³ includes contributions to the elimination of poverty as well as measures to encourage and empower people to take part in the reform, with a balanced bottom-up and top-down approach. The target groups for ILO's support in this context are the most vulnerable, identified as children engaged in hazardous work, people subject to forced labour as well as living in conflict-affected areas, and people tricked into exploitation either inside or across the border.
- The ILO has been providing assistance to Myanmar by supporting efforts to end forced labour, but also by working with local people, local authorities / state and regional government to promote Jobs for Peace and Resilience (JPR) in the conflict-affected areas of Shan state, Mon state, and Karen state.
- The ILO is the only organization that continues to work with the Government and civil society organizations as well as ethnic armed organizations to bring justice to victims of forced labour and hold military forced labour perpetrators accountable. The work carried out so far has earned the ILO credibility and respect to the point that the ILO is invited by communities as well as ethnic armed parties to assist them to test and enhance ceasefire space into long-lasting peace.

³ Decent Work Country Programmes (DWCPs) are the main vehicle for delivery of ILO support to countries. See www.ilo.org/global/about-the-ilo/how-the-ilo-works/departments-and-offices/program/dwcp/lang--en/index.htm

The engagement the ILO has with the Tatmadaw has always been consistent and characterized by transparency and predictability. The ILO acknowledges credit when it is due, and suggests changes when it is necessary. As a consequence, it is regarded as a genuine partner that works to support substantive and necessary changes and equip partners with the knowledge and capacity needed to sustain those changes.

- The ILO supports the agreed ceasefire by empowering people through knowledge on democracy, decent work and respect for human rights, and through the practical hands-on knowledge and skills necessary to enhance resilience through an integrated livelihoods approach. This helps rebuild dignity for individuals as well as the community, and is a necessary element contributing to long-lasting peace. The project aims to bring about changes and increase confidence for 2,742 people (496 households) from 9 villages, who had been internally displaced due to conflict and suffered forced labour practices. Forced labour is indeed one of the three main reasons that have been identified as root causes of forced displacement. Those who sought refuge in Thailand (Karen) suffered forced labour, high degrees of impunity (killing / maiming) and discrimination – the same way as the people who decided to live in displacement. The positive results of the project are also a signal to refugee communities living in a neighbouring country (Thailand) that there is hope for a better future in Myanmar.
- Through its Myanmar Programme on the Elimination of Child Labour, the ILO aims at establishing a comprehensive, inclusive and efficient multi-stakeholder response to reducing child labour in Myanmar. In its pilot areas (8 villages in ethnic controlled area, 6 villages in disaster affected areas and 3 wards in urban areas) the project is providing educational, safe work and livelihood support to 3,600 child beneficiaries and 1,000 households. Child beneficiaries are children in child labour and at high risk of becoming child labourers. The project has also provided capacity building support to partners working in IDP camps (Rakhine State, Kachin and Shan States). At national level, the project has contributed to increase the knowledge base and awareness on child labour, strengthen the legal framework in compliance with International Labour Standards, and develop Myanmar's first National Action Plan on Child Labour and Hazardous Work List. The Government of Myanmar has ratified the Worst Forms of Child Labour Convention, 1999 (No. 182). The process of ratification of the Minimum Age Convention, 1973 (No. 138) is currently ongoing.

In Afghanistan⁴

- Afghanistan is still engaged in a war that has lasted a generation and in which 3,804 civilians died from attacks in 2018. For years, foreign aid has promoted a business culture of government dependence rather than innovation and entrepreneurship. Moreover, the country also continuously ranks as one of the most corrupt in the world. As a consequence, the investment climate for new business opportunities is poor.
- At the same time, Afghanistan is one of the youngest countries in the world. With more than 400,000 youth joining a stagnant economy's labour force each year, the number of youth who are unemployed, under-employed or vulnerably employed grows by the day. As such, creation of sustainable jobs remains a critical issue for Afghanistan's transition towards peace and socio-economic stability.
- With the support of the Swedish International Development Cooperation Agency (Sida), the ILO launched the Road to Jobs (R2J) project to tackle both the challenging business climate and the immediate need to create jobs. The project was designed to address key constraints in the agriculture and manufacturing sectors in Northern Afghanistan so that government and businesses could innovate, compete and create more and better jobs for those who need them most. To create more and better jobs that could be sustained and reach scale, the ILO

⁴ Text extracted from the ILO brief « Doing more business and less aid: The journey of a market system development project in Afghanistan », available at www.ilo.org/wcmsp5/groups/public/---ed_emp/documents/publication/wcms_732597.pdf

implemented its market systems development approach in order to encourage market actors to trial innovations that can boost business growth as well as employment opportunities for the local population.

- R2J focused on developing interventions that delivered impact to rural households and, in particular, to marginalised groups such as women-headed households and migrant workers, including internally displaced people (IDP) and returnees. An in-depth market analysis helped identify specific constraints, which were addressed through a two-fold strategy: on one side, supporting target group capacity-building on skills that were relevant and demanded by companies in the selected sectors; and on the other, negotiating with companies on inclusive business models that would increase company productivity while creating decent work opportunities for marginalised groups.
- One of the achievements of R2J was to make and sell the case for more and better jobs for the poor to private companies by showcasing the advantages of training and recruiting local IDPs for value-added jobs to reduce production costs and improve productivity. For instance, thanks to the project, a carpet company that depended on seasonal workers from Pakistan hired four technical experts on cotton manufacturing from Pakistan who trained 45 local people (10 women and 35 men, mainly IDPs) on how to run the machinery. After an initial decline due to the inexperienced workforce, the production started to increase and the company decided to permanently hire two technical experts to regularly train local workers. Nowadays the company has 100 young IDPs employed in the factory and several home-based women workers. With an increased and stable production capacity, the factory has started to receive bigger orders and is extensively diversifying its products.

In Jordan

(N.B. these examples concern mostly refugee populations, but include representative types of activities)

GOVERNANCE

STRENGTHENING LABOUR MARKET GOVERNANCE FOR IMPROVED COMPLIANCE WITH DECENT WORK PRINCIPLES – PROMOTING DECENT WORK FOR ALL

- Supporting the delivery of 70% of 160,000 work permits issued to Syrian refugees in all sectors since 2016.
- Supporting the institution of flexible work permits for Syrian refugees in agriculture and construction, outside the Kafala (employer sponsorship) system.
- Supporting the establishment of five guidance and support offices in collaboration with the General Federation of Jordanian Trade Unions (GFJTU) to facilitate the issuance of non-employer-specific work permits for Syrian construction workers. This model now covers all migrant workers in the sector.
- Launching [mobile work permit units](#) to support workers in hard-to-reach areas to apply for and renew work permits at their place of work.
- Enhancing efforts to [improve living and working conditions for workers on farms](#). prefabricated houses have been distributed on 20 farms, supporting over 300 families; 2000 workers have received OSH awareness sessions and equipment; 1,900 workers are now covered by work injury insurance;
- Improving working conditions in factories under the relaxed Rules of Origin trade agreement through collaboration between the European Union and [ILO's Better Work Jordan Programme](#). The programme is extending its core services to chemicals, engineering and plastic sectors in addition to garment, helping facilitate exports to Europe by offering Jordanian companies third-party monitoring services for compliance with decent working conditions.

PRIVATE SECTOR DEVELOPMENT

SUPPORTING AN ENABLING ENVIRONMENT TO UNDERPIN IMPROVED PRIVATE SECTOR PRODUCTIVITY AND CREATION OF DECENT WORK – ENHANCING ECONOMIC GROWTH

- Supporting over 16,000 Syrians and Jordanians to find jobs through a network of 13 employment service centres set up by ILO and Ministry of Labour. The centres provide job-seekers with employment and training advice, job matching services and career guidance.
- Two employment centres are located in [Zataari](#) and [Azraq](#) refugee camps, to help Syrian refugees residing in the camps find formal work opportunities in host communities.
- Further facilitating job-matching services for members of both communities through an [e-counselling and guidance platform](#). Currently over 15,000 job-seekers and 130 employers are registered on-line.
- Supporting seven companies certified to export to the EU under the 2016 trade scheme through job-matching services provided by [ILO Employment Service Centres](#).
- Raising awareness of some 1,440 firms through sessions on EU-Jordan rules of origin agreement, labour matching, legal advice, work permit support and skills-needs identification.
- Supporting the establishment of [86 joint business ventures](#) between Jordanians and Syrians in various sectors.

JOBS

SUPPORTING THE IMMEDIATE CREATION OF DECENT JOBS FOR JORDANIANS AND SYRIAN REFUGEES TO EASE CURRENT CONDITIONS – PROMOTING THE CREATION OF JOBS, DEVELOPING PEOPLE'S SKILLS

- Providing income opportunities to over 15,000 Syrian refugees and Jordanians, resulting in more than 500,000 working days through [ILO's Employment Intensive Investment Projects \(EIIP\)](#).
- Enhancing and upgrading skills of over [16,000 Jordanian and Syrian women and men](#) through skills development interventions, including Recognition of Prior Learning and On-The-Job training.
- Through Standard Operating Procedures by ministries and development partners, the ILO is promoting a harmonised approach for all cash-for-work and EIIP projects, ensuring their adherence with international labour standards.

CHILD LABOUR

- In Jordan the ILO is also working against child labour, which has proliferated in the aftermath of the refugee crisis. Work at the policy level but also on service delivery has been done over the past few years and is continuing under programmes funded by the USDOL, Norway and The Netherlands.
- Following initial contacts with UNHCR over child labour in 2012, the International Programme on the Elimination of Child Labour established programmes addressing child labour including among Syrians, and now Syrian child labourers are integrated into the national framework and referral process. This includes looking at child labour and child protection monitoring and referral systems. Work is conducted among vulnerable populations (in the VAF) and in the agriculture sector. The ILO has also trained the labour inspectorate to identify and refer cases of child labour.