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## ILO/PBSO Programme to sustain peace and foster development through employment creation in conflict-affected situation

DC code: GLO/18/04/CHE and GLO/20/43/CHE

Type of Evaluation: Project

Evaluation timing: Mid-term

Evaluation nature: Independent

Project countries: Global

Date when the evaluation was completed by the evaluator: 30 November 2022

Date when evaluation was approved by EVAL: 27 February 2023

ILO Administrative Office: DEVINVEST

ILO Technical Office(s): DEVINVEST

Joint evaluation agencies: N/A

Project duration: January 1, 2018 - October 31, 2020 (phase 1) and December 2020 - April 2023 (phase 2)

Donor and budget: Switzerland 1,050,330 USD (phase 1) and 800,076 (phase 2)

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**Key Words:** *Employment, peace, social cohesion, conflict*

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## Acronyms

CSPR	Coordination Support for Peace and Resilience
DAC	Development Assistance Committee
DDG P	ILO Policy Departments and Offices
EDW4P	Employment and Decent Work for Peace
EQM	Evaluation Question Matrix
FCAS	Fragile and Conflict-affected States
FOP	ILO Field Operations and Partnership Departments and Offices
FSI	Fragile State Index
GP	Good Practice
HDP	Humanitarian, Development, Peace nexus
HQ	Headquarters
IDP	Internally Displaced People
ILO	International Labour Organization
IOM	International Organization for Migration
LL	Lesson Learned
M&E	Monitoring and Evaluation
NGO	Non-governmental Organization
NY	New York
OECD	Organization for Economic Cooperation and Development
PBF	Peace Building Fund
PBSO	United Nations Peacebuilding Support Office
PCA	Peace and Conflict Analysis
ToC	Theory of Change
TOR	Terms of Reference
SDG	Sustainable Development Goals
SOP	Standard Operating Procedures
UN	United Nations
UNEP	United Nations Environment Program
UNHCR	United Nations High Commissioner for Refugees
UNOCT	United Nations Office of Counterterrorism
WHO	World Health Organization

## EXECUTIVE SUMMARY

This report presents the results of the evaluation of the ILO/PBSO Programme to sustain peace and foster development through employment creation in conflict-affected situation (GLO/18/04/CHE and GLO/20/43/CHE). The programme aims to raise awareness and building internal capacities and knowledge on the “employment and decent work for peace”-agenda across the ILO, PBSO and the Geneva-based organisations. The evaluation covers two phases:

**Phase 1 of the Programme (2018-2020):** ILO/PBSO Programme to sustain peace and foster development through employment creation in conflict-affected situation (Budget: 1,050,330 USD). The objectives of phase 1 were the following:

- 1) Greater peacebuilding impact of employment interventions in conflict-affected countries by strengthening the employment expertise of PBSO, the peacebuilding expertise of ILO and ability to attract additional sources of funding for country-based employment interventions
- 2) Enhance ILO and PBSO capacity to document, collate and analyse the peacebuilding outcomes of employment programmes and share this knowledge through different facilities including the Geneva Peacebuilding Platform and events, e.g., the annual Geneva Peace Week
- 3) Strengthen the link between PBSO and Geneva-based peace initiatives

**Phase 2 of the programme (2021-2023):** Promoting employment and decent work for peacebuilding in the framework of the Humanitarian-Development-Peace Nexus (Budget: 800,076 USD). The objectives of phase 2 are the following:

- 1) Reinforce ILO’s and partners’ capacities to include, document and build evidence on approaches to build peace, social cohesion, and resilience through employment for young men and women, including forcibly displaced persons and host communities
- 2) Implement and monitor innovative and integrated “employment and decent work for peace” programmes jointly with partners in at least five countries
- 3) ILO’s role among the Geneva Peace-Building Platform is consolidated and systematically mainstream decent work and employment in sustainable peace strategies (both at national and international level)

The **purpose of this evaluation** was to assess phase 1 of the programme (2018-2020) and the first year of implementation of phase 2 (2021), by indicating to all programme stakeholders the extent to which the programme has achieved its aims and objectives and to determine the relevance, coherence, effectiveness, efficiency, impact, and sustainability of programme outcomes. The evaluation combined the required final evaluation of phase 1 and the initial implementation of phase 2. In particular, the evaluation served the following main purposes:

- a) Give a final assessment of phase 1 and a mid-term indication of the implementation and delivery of the ongoing phase 2 in achieving its objectives and delivery of results; strategies and implementation modalities chosen; partnership arrangements, constraints, and opportunities; and
- b) Provide recommendations for the ongoing phase 2 and inform key stakeholders in terms of strategies, institutional arrangements, and specifically on mainstreaming the learning into country-level operations as well as sustainability and exit-strategy considerations.

The primary clients of this evaluation are the ILO (both HQ and selected field offices), the PBSO, the donor, ILO constituents and other peacebuilding actors, especially, but not exclusively, those based in Geneva.

The overall **timeframe** of the evaluation was estimated to be 8 weeks starting from 19 May 2022. Due to the summer holidays affecting availability of interviewees and ILO staff, this has been extended several weeks, however without impacting the overall workdays of the evaluators. Key milestones of the evaluation were planned to be:

1. Introductory meeting (19/5-2022)
2. Draft inception report submitted (27/5-2022)
3. Data collection, analysis and report writing (16/6 to 1/7-2022, extended to 15/7-2022 due to availability of interviewees)
4. Zero draft final report submission and stakeholder workshop (4/7-2022, extended to 20/7-2022) (Stakeholder workshop cancelled due to availability in summer vacation)
5. Final report submission (15/7-2022, extended to November 2022)

The evaluation's **methodology** was guided by the two main purposes mentioned above in combination with the internationally agreed standard evaluation criteria (OECD/DAC), namely relevance, coherence, validity of design, effectiveness, efficiency of resource use, impact

orientation and sustainability. The evaluation assessed the extent to which the ILO/PBSO programme has succeeded in influencing staff and implementing partners, raising awareness, and building internal capacities and knowledge on the employment contribution to peace across the ILO, PBSO and beyond.

The evaluation team, composed of two international evaluators, conducted the evaluation from May to August 2022. All data collection was conducted remotely using online communication tools. The evaluation adhered to the “ILO policy guidelines for results-based evaluation”, ILO evaluation norms and standards and respected ethical safeguards described in the ILO’s evaluation procedures in line with the United Nations (UN) system of evaluation norms and standards as well as to the OECD/DAC Evaluation Quality Standards.

The evaluation collected data through four main channels: **desk review of project documents, secondary data review, key informant interviews, and case studies.** The evaluation used a mix of data analysis methods, including content analysis and descriptive statistical analyses of data from corporate databases and from ILO and external documents, correlation analysis of the ILO “employment and decent work for peace” portfolio as a component of ILO programming, synthesis of programme documents including final report of phase 1, concept note of phase 2, ILO/PBSO programme document, Activity summary (2019), and Progress Report (2019), theory-based analysis of actual versus intended results and influencing factors, analysis of performance against the OECD/DAC criteria.

The main conclusions of the evaluation are:

**CONCLUSION 1.** ILO has positioned itself as a key player in the employment and decent work for peace and played an important role in global agenda-setting.

**CONCLUSION 2.** The ILO global vision (Rec. 205<sup>1</sup>) for employment and decent work for peace has yet to be fully mainstreamed across the organization.

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<sup>1</sup> Recommendation 205 on Employment and Decent Work for Peace and Resilience in June 2017. Link: [https://www.ilo.org/global/topics/employment-promotion/recovery-and-reconstruction/r205/WCMS\\_648752/lang--en/index.htm](https://www.ilo.org/global/topics/employment-promotion/recovery-and-reconstruction/r205/WCMS_648752/lang--en/index.htm)

**CONCLUSION 3.** ILO has achieved mixed results in supporting peace and social cohesion.

**CONCLUSION 4.** ILO has not yet leveraged its strategic partnerships behind a clear “employment and decent work for peace” strategy.

**CONCLUSION 5.** The ILO results framework and monitoring systems are not currently able to adequately measure and demonstrate its results in “employment and decent work for peace”.

**CONCLUSION 6.** The major challenge of resource mobilisation for “employment and decent work for peace” work and the question about sustainability of the programme approach was not yet sufficiently addressed by the program.

**CONCLUSION 7.** The COVID-19 pandemic and the lockdowns and travel restrictions that followed negatively affected ILO’s work, as well as this programme (and nearly all aid projects globally).

**Lessons learned (LL) and emerging good practices (GP) are:**

**LL1:** The cooperation between PBSO and ILO led to a more common “peacebuilding language” being developed and ensured both organizations to better see their individual roles and common goals in the field of “employment and decent work for peace”. Cooperation with both PBSO and other peacebuilding organizations has permitted the acquisition of valuable instruments.

**LL2:** Utilizing complementary instruments (the handbook, trainings/workshops, direct advisory, and additional material) all aiming at assisting ILO project staff to think through how to integrate peace and social cohesion issues in their work must be strategically timed.

**LL3:** For an objective assessment of project’s impact on peacebuilding and social cohesion, a proper and systemic results framework must exist and contain baseline, indicators and targets that are specific, measurable, achievable, relevant, and time-bound (SMART). Use a Monitoring work-plan to determine how the project’s specific activities and results are contributing to the achievement of peace and social cohesion as part of the overall project’s outcomes and final impact.

- LL4:** Producing frameworks, guides (like the Handbook) and trainings for “employment and decent work for peace” mainstreaming works best when it is a part of a strategy enjoying support from top managers and utilizes other tools as well. Offering trainings in building peace and social cohesion to the country-based staff, while there is no apparent place for ‘peace’ in the proposal evaluation procedure, sends a contradictory message, unlike in the PBF proposal preparations facilitated by the ILO/PBSO programme team, which required a focus on peace and social cohesion indicators. The project experience also confirms that “employment and decent work for peace” training should not be offered on an ad hoc basis but should instead be available on a permanent basis to all actors involved: ILO HQ staff, evaluators, national contact points, ILO project officers and ILO’s social partners.
- GP1:** The ILO PROSPECT programme (Partnership for improving prospects for forcibly displaced persons and host communities), provides among others a good practice example of how to integrate peace and social cohesion in its result framework. With help from the ILO/PBSO programme they recognised the important role of social cohesion as a basis for the programme and are now including this in their results framework and programme designs.
- GP2:** Conducting conflict driver analysis and assessments before the programme design and/or implementation is a good practice for increasing the success and potential impact of all projects (beyond projects with a specific focus on employment and decent work for peace). The joint Interpeace/ILO conflict assessment in Libya is an example of this. More and more of ILO’s work is taking place in contexts of conflict and fragility and the ILO/PBSO programs approach has proved promising as a component in generating long-term economic opportunities under difficult circumstances (working in fragile and conflict-affected contexts). This is corresponding with the ILO/PBSO programs focus on conflict-sensitivity and conflict assessments.



The evaluation's **recommendations** are:

**RECOMMENDATION 1.** Similar to the study “Jobs, Aid, Peace”<sup>2</sup>, ILO and PBSO should further explore the evidence for and the interconnection and synergies between decent work, employment and peace, to expand its influence on the global agenda-setting.

**RECOMMENDATION 2.** ILO should further incorporate support for the employment and decent work for peace agenda within wider sectoral strategies and programmes, including the more traditional ILO sector programs.

**RECOMMENDATION 3.** ILO should leverage its favourable positioning to influence national agendas in support of employment and decent work for peace and deploy efforts to create national awareness and consensus towards making employment and decent work for peace a priority on national development agendas.

**RECOMMENDATION 4.** ILO should take measures to ensure organization-wide coherence in and mainstream its institutional architecture for integrating peace and social cohesion.

**RECOMMENDATION 5.** ILO should implement regional peace and social cohesion focal points to support project offices more effectively.

**RECOMMENDATION 6.** ILO and PBSO should further disseminate the experiences, examples, and tools developed, as well as further mobilize ILO staff and national constituents to reach a critical mass of sensitised staff and partners, as part of the ongoing mainstreaming efforts.

**RECOMMENDATION 7.** For the continuation of the employment and peace approach the ILO/PBSO programme needs to further leverage strategic partnerships to foster the employment and decent work for peace agenda across ILO, PBSO and other partner organizations, considering them less as beneficiaries and more as knowledgeable development partners.

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<sup>2</sup>Tilman Brück, et al., *Jobs Aid Peace: A Review of the theory and practice of the impact of employment programmes on peace in fragile and conflict-affected countries*, 2016. Link: [https://www.ilo.org/global/topics/employment-promotion/recovery-and-reconstruction/WCMS\\_633429/lang--en/index.htm](https://www.ilo.org/global/topics/employment-promotion/recovery-and-reconstruction/WCMS_633429/lang--en/index.htm)

**RECOMMENDATION 8.** ILO and PBSO should create better lesson learned and feedback mechanisms to secure that pilot experiences can be built on, ILO needs to create mechanisms to capture local and context specific needs, inputs, and feedback.

**RECOMMENDATION 9.** ILO and PBSO should strengthen its results framework and its M&E practices for adequate tracking of peacebuilding and social cohesion results.<sup>3</sup>

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<sup>3</sup> While the PBSO for long has been focusing on strengthening its M&E work and are currently implementing a Strategic Results Framework, this did not seem to reflect in the ILO/PBSO program.

# 1. INTRODUCTION

This report presents the results of the evaluation of the ILO/PBSO Programme to sustain peace and foster development through employment creation in conflict-affected situation (GLO/18/04/CHE and GLO/20/43/CHE). The programme aims to raise awareness and building internal capacities and knowledge on the “employment and decent work for peace”-agenda across the ILO, PBSO and the Geneva-based organisations. Defined as the capacity to sustain peace and prevent conflict by fostering development through employment creation in fragile and conflict-affected states (FCAS), this is an area that the ILO has enhanced its engagement in with the adoption of Recommendation 205 on Employment and Decent Work for Peace and Resilience in June 2017<sup>4</sup>, and by embracing the Humanitarian-Development-Peace (HDP) nexus.

## 1.1 Employment and Decent Work for Peace

This section focuses on the rationale for ILO’s action in the field of “employment and decent work for peace”. It presents a short overview of the main challenges and opportunities for employment promotion in contexts of conflict, fragility, and violence, including challenges introduced or intensified by the COVID-19 pandemic.

ILO/PBSO joint research shows that unemployment, decent work deficits and lack of access to livelihoods can be key contributing factors to conflict through three main drivers: lack of contact across different social groups; existence of grievance over inequality and exclusion; and lack of opportunity for income generating activities/employment.<sup>5</sup>

Our world is currently witnessing the greatest number of conflicts since the end of WWII. Now, around two billion people, or a quarter of the world's population, live in fragile and conflict-

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<sup>4</sup> Recommendation 205 on Employment and Decent Work for Peace and Resilience in June 2017. Link: [https://www.ilo.org/global/topics/employment-promotion/recovery-and-reconstruction/r205/WCMS\\_648752/lang--en/index.htm](https://www.ilo.org/global/topics/employment-promotion/recovery-and-reconstruction/r205/WCMS_648752/lang--en/index.htm)

<sup>5</sup> Tilman Brück, et al., *Jobs Aid Peace: A Review of the theory and practice of the impact of employment programmes on peace in fragile and conflict-affected countries*, 2016. Link: [https://www.ilo.org/global/topics/employment-promotion/recovery-and-reconstruction/WCMS\\_633429/lang--en/index.htm](https://www.ilo.org/global/topics/employment-promotion/recovery-and-reconstruction/WCMS_633429/lang--en/index.htm)

affected states (FCAS)<sup>6</sup>. While more than 250 million people are in immediate need of humanitarian assistance, engaging in FCAS is also highly relevant to development cooperation.

A general assumption in development cooperation is that to reach sustainable peace the economic foundation of a country/region that allow for decent living and a prosperous life of all groups is one of the main necessities. Decent work and employment are key components of such economic foundations and, as such, in building sustainable peace in societies. On the other hand, unemployment, a lack of opportunities and prospects can often be major drivers of conflict, fragility, and violence.

ILO research on global employment trends continues to show a steady increase in unemployed youth, particularly in low-income and fragile countries<sup>7</sup>. In recent years, young people's lack of opportunities further deteriorated with the COVID-19 induced global crisis, that has had serious repercussions on youth's education, economic prospects and mental health, fuelling the risk of youth discouragement.<sup>8</sup> Against this background, linking jobs and peace, and better understanding how employment promotion can contribute to peace and social cohesion in contexts of fragility, conflict, and violence is an issue that is high on the global agenda and reflected notably in the 2030 Agenda for Sustainable Development (Goal 16 on promoting just, peaceful and inclusive societies, and the role of Peace as one of the 5Ps for measuring success of all SDGs) as well as in the internationally promoted triple nexus approach (HDP).

Research identified several factors that cause, trigger, or reinforce fragility, conflict, and violence. These range from weak state legitimacy and capacity where the lack of economic opportunities can be both a cause and a consequence, to organised crime that discourages business and even weak physical infrastructure as a cause of violent conflict and war, limiting business activities.<sup>9</sup> The most common factor addressed is youth unemployment, which “have significant social repercussions and prevent young people from fully enjoying their rights. [...]

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<sup>6</sup> UN, *Peacebuilding and Sustaining: Report of the Secretary-General Peace*, January 2022, link: <https://reliefweb.int/report/world/peacebuilding-and-sustaining-peace-report-secretary-general-a73668-s202266-enarruzh>

<sup>7</sup> ILO, *Global Employment Trends for Youth 2020*, 2020. Link: [https://www.ilo.org/wcmsp5/groups/public/---dgreports/---dcomm/---publ/documents/publication/wcms\\_737648.pdf](https://www.ilo.org/wcmsp5/groups/public/---dgreports/---dcomm/---publ/documents/publication/wcms_737648.pdf)

<sup>8</sup> World Economic Forum, *The Global Risks Report 2021*. 16th Edition', 2021. Link: <https://www.weforum.org/reports/the-global-risks-report-2021/>

<sup>9</sup> Clingendael Institute, *Employment promotion in contexts of conflict, fragility and violence*, 2015. Link: <https://www.clingendael.org/sites/default/files/pdfs/Employment%20promotion%20in%20contexts%20of%20conflict,%20fragility%20andviolence.pdf>

The economic marginalisation of young women and men is hampering confidence in political and economic systems, fuelling youth migration, and undermining social cohesion and peace”.<sup>10</sup> In response, youth employment promotion in fragile settings has become an urgent priority in international policies aimed at promoting stability and sustainable economic growth.

As unemployment can be considered a trigger or reinforcing factor of conflict, development cooperation should target the permanent transformation of economic conditions as well as the creation of opportunities to build up capacity and offer alternatives to violence.

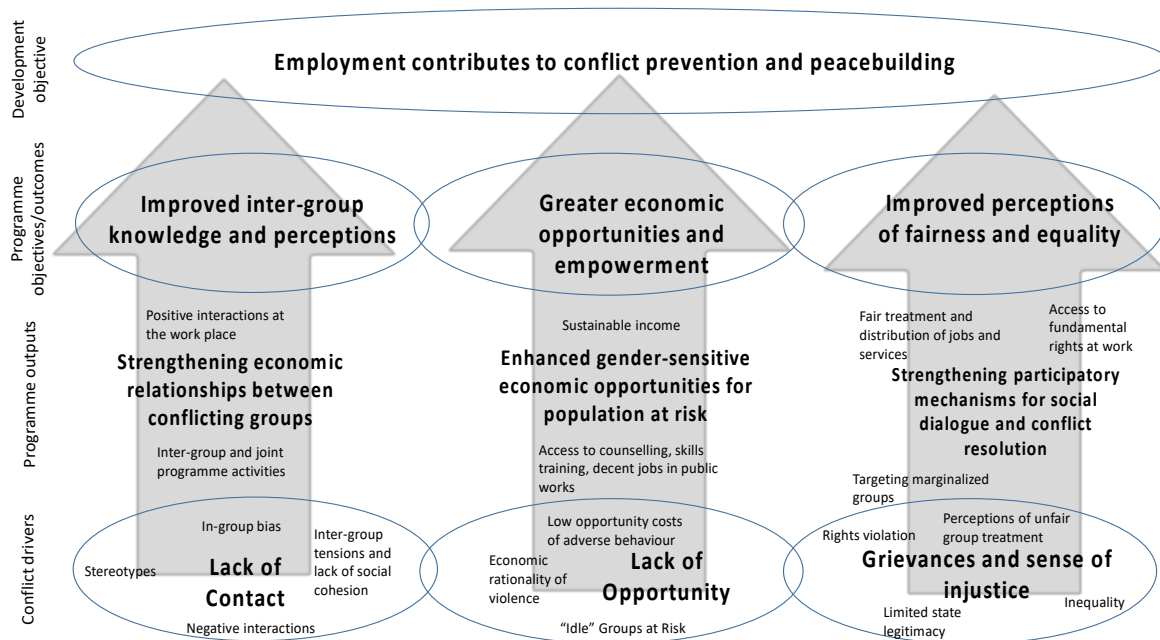
ILO has long recognised the link between economic opportunities and peace, and how employment projects can contribute to conflict prevention. This has come increasingly clear in recent years, as policy initiatives at the international level have been aiming for a more effective development cooperation, which is adjusted to the specifics of fragility, conflict, and violence.

ILO Rec. 205 is the foundation for ILO’s approach to employment and decent work for peace. It provides guidance to Members on the measures to be taken to generate employment and decent work for the purposes of prevention, recovery, peace, and resilience with respect to crisis situations arising from conflicts and disasters.

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<sup>10</sup> Izzi, Valeria, *Promoting Decent Employment for African Youth as a Peacebuilding Strategy*, Evidence Synthesis Paper Series 4, 2020. Link: [https://www.ilo.org/global/topics/employment-promotion/recovery-and-reconstruction/WCMS\\_744700/lang--en/index.htm](https://www.ilo.org/global/topics/employment-promotion/recovery-and-reconstruction/WCMS_744700/lang--en/index.htm)

**Figure 1.** Employment and decent work for peace TOC



## 1.2 Programme Background

The 2030 Agenda for Sustainable Development states that sustainable development cannot be realised without peace and security. The issue of sustaining peace is interlinked with sustainable development in a continuum that embraces the HDP nexus. The Sustaining Peace resolutions,<sup>11</sup> a milestone for the UN, promotes the adoption of an approach that prevents conflict from breaking into violence.

Considering the escalating human and economic cost of conflicts and the complexity and challenges encountered in conflict-affected and fragile settings, the UN and its Member States are shifting the focus from response to prevention as a crucial aspect for preserving stability. This shift should be implemented by addressing root causes of conflict rather than applying quick fix solutions and focus on crisis response only.

<sup>11</sup> UN General Assembly Resolution 262 and Security Council Resolution 2282 (2016)

Employment and decent work are among the above-mentioned critical ingredients the UN should promote in the efforts to sustain peace. Employment is key in reaching out to people, including youth, and to help build more resilient societies, and social partner organizations play a critical role in advocating for and shaping policies that promote peace and resilience. Employment and decent work are vital and indispensable for reintegrating conflict-affected population groups such as former combatants, returnees, and other forcibly displaced persons by providing them with concrete sustainable livelihoods opportunities. A focus on young people in the context of preventive strategies, particularly regarding employment, helps tap into their enthusiasm, positive energy, and openness to learning and change. This approach counterbalances negative trends that often find youth trapped into a vicious cycle of violence, poverty, illiteracy, and social exclusion.

**Table 1.** The cooperation with Switzerland and rationale for support

<p>Switzerland is an important partner in this strategic cooperation between ILO and PBSO. ILO and PBSO, jointly with the WB and UNDP, received substantial support from Switzerland and Norway through the United Nations-World Bank Partnership Trust Fund. This support facilitated joint research and the development of a joint United Nations-World Bank statement that highlighted an analytical framework and principles for action to strengthen the peacebuilding impact of employment interventions.</p>
<p>Switzerland has provided support to the Peacebuilding Fund and plays a leadership role in the Peacebuilding Commission. ILO also greatly values the support from Switzerland to its different programmes of economic and social development through the development cooperation strategic and financial support provided to various employment and enterprise development programmes.</p>
<p>In addition, Switzerland hosts the Geneva Peacebuilding Platform that connects peacebuilding actors, resources and expertise and acts as a hub for policy dialogue across the UN system, and between New York and Geneva, with the active contribution of major NGOs. Of particular importance for future collaboration is the Swiss initiative and support to the establishment of the SDG Lab at the UN Office in Geneva that facilitates collaboration and stimulates different initiatives around the implementation of the SDGs. The Geneva Peacebuilding Platform and SDG Lab represent vehicles for an ongoing exchange between the ILO and PBSO directly and between PBSO and the Platform. A reinforced cooperation between ILO and PBSO can provide an invaluable boost to the role of the Geneva-based institutions and the global community in their contribution to sustaining peace and offering coordinated support to conflict-affected countries.</p>

ILO and the Peace Building Support Office (PBSO)<sup>12</sup> joined forces through a programmatic approach drawing on respective mandates and competencies. The aim has been to better equip

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<sup>12</sup> Established in 2005, the Peacebuilding Support Office (PBSO) assists with sustaining peace via strengthening international support for nationally owned and led peacebuilding initiatives. The PBSO assists and supports the Peacebuilding Commission (PBC), manages the Peacebuilding Fund (PBF) on behalf of the UN Secretary-General, and works towards enhancing system-wide coherence and partnerships with UN and non-UN actors in support of building and sustaining peace in relevant countries. Further details about the PBSO are available at <https://www.un.org/peacebuilding/supportoffice>

the two entities to (a) enhance ILO's internal capacities to develop employment programmes, which also contribute explicitly to sustaining peace and (b) raise awareness among UN partners, and the PBSO in particular, regarding the contribution of employment programmes to sustain peace. In all this, the overall goal is to contribute to the achievement of SDG 8 (decent work and economic growth) and SDG 16 (peace, justice, and effective institutions). See also table 1 on the cooperation with Switzerland.

**Phase 1 of the Programme (2018-2020):** ILO/PBSO Programme to sustain peace and foster development through employment creation in conflict-affected situation (Budget: 1,050,330 USD)

The objectives of phase 1 were the following:

- 1) Greater peacebuilding impact of employment interventions in conflict-affected countries by strengthening the employment expertise of PBSO, the peacebuilding expertise of ILO and ability to attract additional sources of funding for country-based employment interventions
- 2) Enhance ILO and PBSO capacity to document, collate and analyse the peacebuilding outcomes of employment programmes and share this knowledge through different facilities including the Geneva Peacebuilding Platform and events, e.g., the annual Geneva Peace Week
- 3) Strengthen the link between PBSO and Geneva-based peace initiatives

**Phase 2 of the programme (2021-2023):** Promoting employment and decent work for peacebuilding in the framework of the Humanitarian-Development-Peace Nexus (Budget: 800,076 USD)

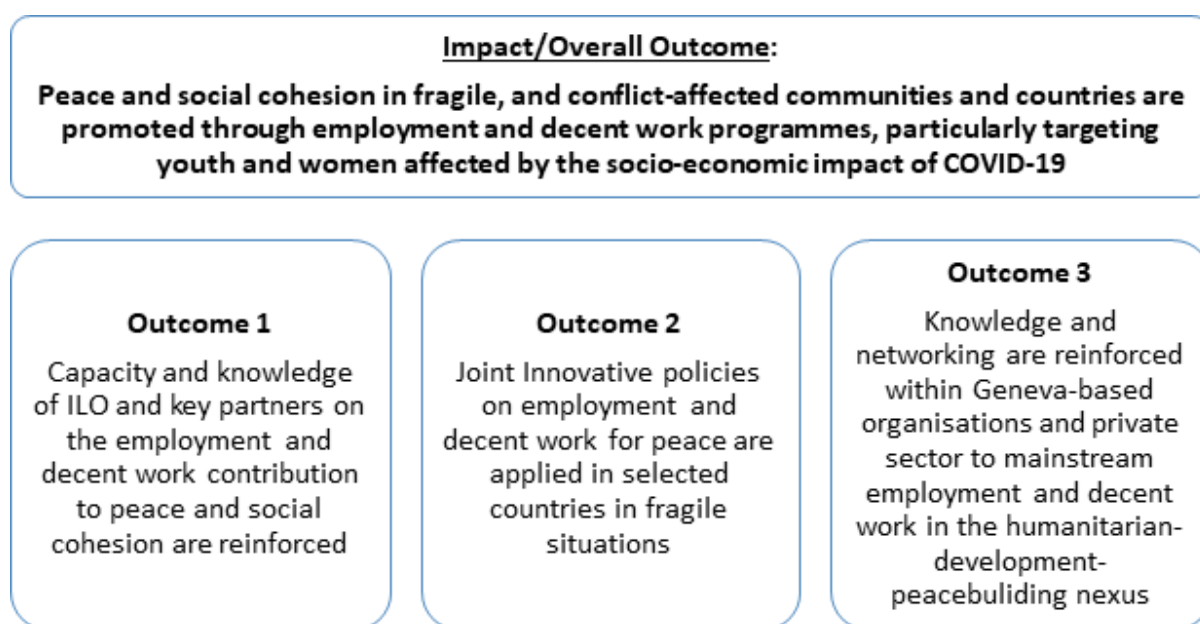
The second phase aims to ensure the continuity of the close collaboration between the ILO, Geneva-based research institutions and international organisations, the PBSO and New-York based organizations (UNOCT and others), to mainstream the "decent work for peace" approach, collect and process data on the contribution of employment and decent work programmes to peace and social cohesion.



The objectives of phase 2 are the following:

- 1) Reinforce ILO's and partners' capacities to include, document and build evidence on approaches to build peace, social cohesion, and resilience through employment for young men and women, including forcibly displaced persons and host communities
- 2) Implement and monitor innovative and integrated "decent employment for peace" programmes jointly with partners in at least five countries
- 3) ILO's role among the Geneva Peace-Building Platform is consolidated and systematically mainstream decent work and employment in sustainable peace strategies (both at national and international level)

**Figure 2.** Phase 2 Outcome Model



### 1.3 Key reported results of the first phase of the programme

The ILO and PBSO joined forces through a programmatic approach drawing on respective mandates and competencies through the ILO and PBSO programme to Sustain Peace and Foster Development through Employment Creation in Conflict-affected Situations (June 2018 - October 2020). The programme was intended to develop knowledge and better equip the two organisations to develop employment programmes as a key peacebuilding instrument and facilitated the broader UN effort to efficiently and effectively use employment programmes to

sustain peace and contribute to achieving SDG 8 (Decent Work and Economic Growth) and SDG 16 (Peace, Justice, and Strong Institutions).

According to reports for phase 1 activities, the programme successfully contributed to reinforce the role of employment, decent work, and the ILO and PBSO in the humanitarian-development-peace nexus, and more particularly<sup>13</sup>:

- strengthened the employment expertise of PBSO and the peacebuilding expertise of the ILO and consolidated and disseminated knowledge on the contribution of employment and decent work for peace programmes, highlighting the role of social partners;
- enhanced ILO and PBSO capacity to document and analyse the peacebuilding outcomes of employment programmes; and,
- reinforced the inclusion of employment in Geneva-based peace initiatives.

#### **1.4 Evaluation Background**

The purpose of this evaluation was to assess phase 1 of the programme (2018-2020) and the first year of implementation of phase 2 (2021), by indicating to all programme stakeholders the extent to which the programme has achieved its aims and objectives and to determine the relevance, coherence effectiveness, efficiency, impact, and sustainability of programme outcomes. The evaluation combined the required final evaluation of phase 1 and the initial implementation of phase 2. This will allow the knowledge generated by the evaluation to feed into the ongoing implementation of phase 2 and inform the design of relevant future strategic intervention in the areas of decent work for peacebuilding. In particular, the evaluation served the following main purposes:

- a) Give a final assessment of phase 1 and a mid-term indication of the implementation and delivery of the ongoing phase 2 in achieving its objectives and delivery of results; strategies and implementation modalities chosen; partnership arrangements, constraints, and opportunities; and

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<sup>13</sup> A full list of outputs and activities contributing to these results/impact can be found in the final report for phase 1 (GLO/18/04/CHE).

- b) Provide recommendations for the ongoing phase 2 and inform key stakeholders in terms of strategies, institutional arrangements, and specifically on mainstreaming the learning into country-level operations as well as sustainability and exit-strategy considerations.

The primary clients of this evaluation are the ILO (both HQ and selected field offices), the PBSO, the donor, ILO constituents and other peacebuilding actors, especially, but not exclusively, those based in Geneva.

This programme is based on an institutional and internal capacity building approach. The evaluation did not aim to assess the employment or peacebuilding impact of specific ILO or PBSO programmes at country level, since that was not the direct scope of the programme. Rather, the evaluation assessed whether the programme contributed to raising awareness and building internal capacities and knowledge on the employment contribution to peace across the ILO, PBSO and the Geneva-based organisations.

The evaluation focused on the implementation of programme phase 1 during June 2018 – October 2020 as well as phase 2 from January to December 2021. The evaluation assessed all key outcomes and outputs that have been produced since the start of the two phases of the PBSO Programme by all implementing partners. Moreover, the evolution/transition from phase 1 to phase 2 was analysed. For all practical purposes, the TOR and ILO Evaluation policies and guidelines define the overall scope of this evaluation.

The findings, conclusions and recommendations generated by the evaluation are expected to be used to influence strategic direction, to inform theory and practice of future and ongoing interventions and to build partnerships. It is expected to inform the operationalization of the ILO Recommendation 205 and ILO positioning vis-à-vis the UN-wide HDP nexus, relevant SDGs, the planning and implementation of country programmes and the work of partners.

## 2. CRITERIA, QUESTIONS & METHODOLOGY

### 2.1 Evaluation Criteria and Questions

The evaluation is guided by the two main purposes mentioned above in combination with the internationally agreed standard evaluation criteria (OECD/DAC), namely relevance, coherence, validity of design, effectiveness, efficiency of resource use, impact orientation and sustainability. During the inception phase, the foremost aim of the evaluation was established to be to independently assess the ILO/PBSO programmes progress to date against its objective of mainstreaming the employment and decent work for peace agenda within ILO and its partners, more specifically whether ILO and partners use the developed new approaches that include, document and build evidence on the issues of peace, social cohesion, and resilience as a cross-cutting issue in employment and decent work programmes, as well as identify challenges and opportunities and to offer recommendations that may be useful in the remaining implementation period.

The evaluation assessed the extent to which the capacity-building approach of the ILO/PBSO programme has succeeded in influencing staff and implementing partners, raising awareness, and building internal capacities and knowledge on the employment contribution to peace across the ILO, PBSO and the Geneva-based organisations.

The evaluation answers the questions presented in Table 2 below:

**Table 2.** Evaluation Questions

<b>Relevance</b>	<p>To what extent have programme results been useful in addressing the strategic change needs identified in Recommendation No. 205?</p> <p>To what extent has the programme responded to the institutional capacity development needs of ILO and implementing partners?</p> <p>Has the programme (together with PBSO) framed 'effective peacebuilding' in the most appropriate way?</p>
<b>Coherence</b>	<p>To what extent, and with what results, have the programme coherently promoted a whole-of-system engagement for employment and decent work for peace at regional and country levels and aligned to other ILO and UN employment initiatives?</p> <p>To what extent is the coherence in design and implementation between Phase 1 and Phase 2?</p>
<b>Validity of design</b>	<p>How realistic were the risks and assumptions upon which the programme logic was based?</p> <p>How appropriate and useful are the indicators used to assess the progress and verify the achievements of the programme?</p>
<b>Effectiveness</b>	<p>How effective has the programmes work been in contributing to "employment and decent work for peace" institutional and partner capacity building?</p>

	Were outputs produced and delivered so far as per the work plan? Has the quantity and quality of these outputs been satisfactory? Do the benefits accrue equally to men and women?
<b>Efficiency</b>	Are the available technical and financial resources adequate to fulfil the programme plans, and are they allocated strategically to provide the necessary support and to achieve the broader programme objectives?
<b>Impact orientation</b>	Has the programme started building the capacity of people and national institutions, including social partner organizations, or strengthened an enabling environment (laws, policies, people's skills, attitudes etc.)?
<b>Sustainability</b>	Are programme activities sustainable and if any, what steps can be taken to enhance the sustainability of programme components and objectives?

Each evaluation criterion, with its corresponding questions and sub-questions, is represented in the evaluation question matrix (EQM) for this exercise (provided in annex 2). The matrix, showing all corresponding data sources, data collection methods, data analysis methods and potential indicators, was the key tool for organizing data collection and shaping data triangulation, analysis, and reporting.

The overall timeframe of the evaluation was estimated to be 8 weeks starting from 19. May 2022. Due to the summer holidays affecting availability of interviewees and ILO staff, this has been extended several weeks, however without impacting the overall workdays of the evaluators. Key milestones of the evaluation were planned to be:

6. Introductory meeting (19/5-2022)
7. Draft inception report submitted (27/5-2022)
8. Data collection, analysis and report writing (16/6 to 1/7-2022, extended to 15/7-2022 due to availability of interviewees)
9. Zero draft final report submission and stakeholder workshop (4/7-2022, extended to 20/7-2022) (Stakeholder workshop cancelled due to availability in summer vacation)
10. Final report submission (15/7-2022, extended to November 2022)

## 2.2 Evaluation Methodology

The design of the evaluation and its corresponding methodological framework is about evaluating and understanding what has worked given the programme's Theory of Change (ToC), intervention strategy and approach, so that lessons can be drawn, i.e., patterns identified, and relationships understood, and applied to generate recommendations for the ongoing phase 2 of the programme.

The evaluation team, composed of two international evaluators, conducted the evaluation from May to August 2022. All data collection was conducted remotely using online communication tools. The evaluation took a mixed-methods approach, though relying mainly on qualitative data collection methods, aiming to produce a plausible, evidence-based narrative to help explain the successes and challenges of the programme’s capacity building and mainstreaming impact. Data were collected and analysed using various methods including document review, and key informant interviews. In addition, the team consulted the projects previous monitoring and evaluation data as well as the ILO Development Cooperation Dashboard’s Project Finder and the Secretary Generals’ Peacebuilding Dashboard<sup>14</sup> to identify relevant ILO and PBSO-PBF funded projects.

The evaluation adhered to the “ILO policy guidelines for results-based evaluation”, ILO evaluation norms and standards and respected ethical safeguards described in the ILO’s evaluation procedures in line with the UN system of evaluation norms and standards as well as to the OECD/DAC Evaluation Quality Standards.

### 2.3 Sampling and Data Collection

The evaluation collected data through four main channels:

**Desk review of project documents.** The evaluation reviewed programme and project documents, baseline report, progress reports, any previous surveys (e.g., change readiness, training evaluation or employee sentiments/culture surveys).

The ILO/PBSO programme manager provided a selection of documents that best reflected the programmes outputs and work to the evaluation team which provided useful inputs for this report. The evaluation team further tracked down additional relevant ILO, programme and secondary documents. The evaluators reviewed the following document types:

- Programme documents: project proposals, work plan (phase 1), reports (phase 1)
- Programme products: studies, manuals, and training material

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<sup>14</sup> Secretary Generals’s Peacebuilding Dashboard. (Link: <https://app.powerbi.com/view?r=eyJrIjoiaOTM1NTFhNTAtZGUyZC00ZmIwLWlwZjQyYjM2MjViYzEzMzkzliwidCI6IjBmOWUzNWRiLTU0NGYtNGY2MCIiZGNjLTVIYTQxNmU2ZGM3MCIiImMiOjh9>)

Annex 4 includes a full list of documents consulted. The desk review was a critical source for understanding especially the phase one of the programme where development of strategies, methods and guides was in focus.

**Secondary data review.** The evaluation reviewed documentary evidence pertaining to employment and decent work for peace interventions at country, regional and global levels. These secondary data informed interviews as well as triangulation.

**Key informant interviews.** Remote semi-structured interviews were conducted on a range of topics, including the programmes capacity building efforts and its results, effects, and relevance in various contexts. Interviews collected feedback at country, regional and global levels from key programme stakeholders, specifically project and programme staff, as well as implementing partners and beneficiaries in the field.

The evaluators collected data on the perspectives and experiences of key stakeholders identified together with the ILO/PBSO programme team using purposeful sampling to select key informants with first-hand knowledge of the programme, the subject of employment and decent work for peace within ILO and/or working in/with FCAS countries of high relevance for the programme.

The evaluators interviewed 20 individuals, from various stakeholder groups (see table 3). Using open-ended questionnaires to adapt to different vantage points of the interviewees. The evaluators interviewed all informants individually (see a full list of interviewees in annex 3).

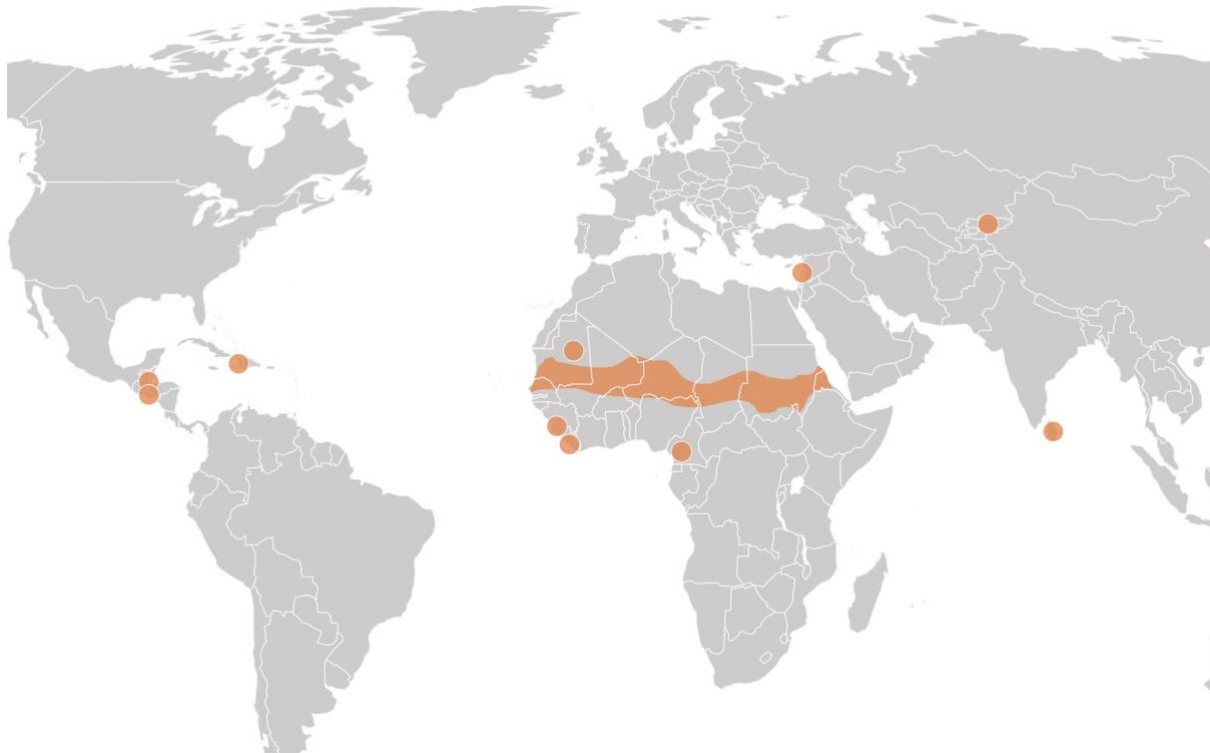
**Table 3.** Key Informant Interviews distribution by stakeholder group

Stakeholder group	Nb. of KIIs
ILO/PBSO programme team / CSPR	2
ILO HQ (incl. NY) staff	7
Partner staff (PBSO, Interpeace, Swiss government)	4
ILO regional/country project staff	7

**Case studies/sample projects.** The evaluation includes selected project case studies for more in-depth analysis (see figure 3). The ILO/PBSO programme manager provided a selection of

projects and related project documents to the evaluation team which provided useful inputs for this report. These are referred to throughout the evaluation as sample projects.

**Figure 3.** Mapping of the sampled projects (supported by the programme) for more in-depth analysis



*Note: List of countries with number of projects sampled for more in-depth analysis: Guatemala, San Salvador, Haiti, Mauritania, Sierra Leone, Liberia, Cameroun, Lebanon, Kyrgyzstan, and Sri Lanka. A regional project for Sahel was also included in the sample.*

In addition to the case studies, the evaluation team also consulted organizational data from the ILO Development Cooperation Dashboard's Project Finder and the Secretary General's Peacebuilding Dashboard to perform few large-scale quantitative analysis.

## 2.4 Data Analysis

The evaluation used a mix of data analysis methods:

- Content analysis and descriptive statistical analyses of data from corporate databases and from ILO and external documents



- Thematic content and narrative analysis<sup>15</sup> of key informant interview data
- Correlation analysis of the ILO “employment and decent work for peace” portfolio as a component of ILO programming
- Synthesis of programme documents including final report of phase 1, concept note of phase 2, ILO/PBSO programme document, Activity summary (2019), and Progress Report (2019)
- Theory-based analysis of actual versus intended results and influencing factors
- Analysis of performance against the OECD/DAC criteria

To analyse the level of gender-related approaches and results the sample projects and programme documents was examined with this lens and key stakeholders questioned on how gender was considered.

Informed by a systems approach, evidence was contrasted, and patterns synthesised into key findings to report on the key evaluation questions. Conclusions and forward-looking recommendations were derived from this analysis.

## 2.5 Challenges and Limitations

**Data scarcity.** The main challenge to the exercise was the scarceness of monitoring data, along with the unavailability of some key project documents like periodic reports and workshop post-surveys where only few existed from the HDPN Workshops. The programme’s structure as an internal mainstreaming and capacity-building intervention, means that little impact results exist and makes it difficult to identify the results ILO/PBSO attributes to it.

**Compressed time frame.** Time constraints limited the extent of data collection and analysis. Data collection was conducted over a short period of two weeks (later extended to three) in June/July 2022 which coincided with summer holidays for some key informants who were therefore not available for interviewing.

**Respondents’ participation.** While the programme was established as a joint endeavour between PBSO and ILO, activities has mainly been implemented by ILO staff. This is reflected

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<sup>15</sup> For the analysis of key informant interviews, the evaluation team used an unstructured inductive approach including thematic content analysis consisting of identifying common “themes” by searching the transcripts organically, as well as narrative analysis to highlight important aspects of individual interviews.

in the evaluation respondents being mainly ILO staff. This might be explained by the different organizational set up of the PBSO, however the lack of integration of the project in PBSO both brings limitations to the evaluation in the form of limited stakeholders/respondents available for interviews as well as casts doubts on the degree on integration of employment dimensions and its sustainability into PBSO operations (see recommendation 4 and 5).

**Moderate to low evaluability.** The employment and decent work for peace programme evaluability concerning mainstreaming was moderate to low because monitoring data related to organisational change at baseline and intermediate steps of the results chain was lacking. Performed trainings and workshops were not followed up by post-training evaluation surveys, and no statistics on clicks/downloads of manuals and guides exists (or these data were not available/presented to the evaluation team).

Despite this and with a more qualitative method obtained, the evaluation team believe that the evaluation results present valuable insights and in particular relevant recommendations for the project going forward.

## 3. MAIN FINDINGS

The section presents an assessment of the ILO/PBSO strategic approach, institutional arrangements, and contribution to the employment and decent work for peace agenda. It presents the main findings for the strategic relevance and coherence of ILO/PBSO in the area of employment and decent work for peace and its institutional effectiveness, as well as the success of the ILO/PBSO programmatic approach, effectiveness and sustainability of results achieved. Though not an assessment of the impact of “employment and decent work for peace” project interventions, some findings relate to the long-term and strategic arrangement of the individual, yet interlinked projects aimed at achieving sustainable peace as part of their outcome to understand and give insights into ILO’s contribution to the employment and decent work for peace agenda.

### 3.1 Strategic Relevance and Coherence

**FINDING 1. Strategic relevance.** At the global level, ILO can be the champion of employment and decent work for peace by partnering with PBSO to align with the United Nations system-wide strategy for peace and global policy frameworks like the HDP nexus and grand bargain.

The evaluation finds that the programme was and is highly relevant. It directly contributes to implementing ILO’s Recommendation 205, “Employment and Decent Work for Peace and Resilience Recommendation” that was adopted in 2017, as well as respond to PBSO priorities related to global policy frameworks and objectives of integrating conflict sensitivity and peacebuilding approaches into the core activities across the UN system, including all agencies, funds and programmes. The Recommendation recognised the role of employment and decent work in the prevention, recovery, peace, and resilience with respect to crisis situations arising from conflicts and disasters. The Recommendation also emphasized respect for rule of law, human rights and fundamental international labour standards, social protection, as well as the different impact of crisis and conflict on women and girls, men, and boys.

Interviewees noted that prior to the 2016 UN Sustaining Peace resolutions<sup>16</sup>, peacebuilding was mainly a focus for UNDP within the UN system, though some other actors like UNICEF also included it in some programmes. For others, including ILO, peacebuilding was often deemed too political to include it directly in result frameworks of programmes. Peacebuilding is now seen as a responsibility across all pillars of the UN system and the ILO/PBSO programme is a key element in this system, focusing on how to mainstream peace into cooperate strategic plans, polices, guidelines and trainings within ILO.

The programme is one of the ILO's mechanisms to operationalise Rec. 205, the HDP nexus and Sustaining Peace objectives in its work together with the ILO Jobs for Peace and Resilience flagship programme. While the latter is focused more on implementing projects, the ILO/PBSO programme focused on mainly two aspects more related to internal capacity building and general knowledge creation, including integrating concept of employment and decent work for peace in the procedures and processes of ILO's global work, and raising awareness among ILO staff for the relevance and importance of the topic and approach.

It is also based on the understanding that creating jobs and fair work opportunities, a core task of ILO's mandate, plays a crucial role for peace in any country, for preventing conflict, for mitigating conflict and in post-conflict situations. ILO has a competitive advantage compared to other UN agencies in promoting employment in these contexts, based on ILO's long-standing experience in promoting employment and decent work conditions.

While Recommendation 205 represents a recent scale-up in focus on the relevance of the topic within ILO, interviewees also noted that ILO was founded in 1919 based on principles of peace and social justice, recognising the role employment can play in and after crisis. ILO's Policy outcome 3.4. of its Programme and Budget is also about peace and resilience and interviewees noted the specific interest of the incoming new ILO management in the topic.

From the donor's perspective, the Swiss Federal Department of Foreign Affairs, the programme is also very relevant. It is funded by the Department's funding source for

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<sup>16</sup> UN General Assembly Resolution 262 and Security Council Resolution 2282 (2016)

international organisations in Geneva and in line with Swiss priorities to elevate the peace prevention and peacebuilding agenda among international organisations, especially those based in Geneva.

**FINDING 2. The link between peace and social cohesion with employment promotion.**

The ILO conceptualization of the role of employment and decent work for peace has evolved in recent years, and the programme has successfully framed “effective peacebuilding” through the production of organizational documents, publications, and participation in public events.

Several interviewees from both ILO and PBSO noted that the programme has played an important role in validating and incentivising the employment and decent work for peace approach within the ILO mandate and core activities. However, while knowledge and resources now exist, the concepts have not yet successfully taken root with implementing staff on the ground.

As noted under the previous Finding 1, the ILO has since its foundation in 1919 worked directly and indirectly in conflict and post-conflict situations and has long recognised the role decent employment plays in these contexts. From the view of the peacebuilders, the link is also clear. PBSO has in its work identified recurring peacebuilding activities under six peacebuilding priorities (PBP) where “Economic Revitalization”, which includes employment and livelihoods, is one. While economic revitalisation activities/programmes are not always necessarily focused on sustaining peace, they could contribute depending on how the respective ToC is designed. Looking closer into the PBPs highlights the role and how integral employment and livelihood is to the broader peacebuilding agenda.

In terms of programming, project implementation, project monitoring, reporting, and learning, ILO did not have a dedicated approach to these situations. Though guidance in the form of the recommended use of the PCA and SOP for crisis response was shared via a minute to all offices on 29<sup>th</sup> of April 2021<sup>17</sup>, concepts like “conflict sensitivity”, “do-no-harm” and “sustainable peace” as well as the need for dedicated conflict analysis, was not further directly integrated

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<sup>17</sup> The minute was sent by DDG P and FOP together titled: “Standard Operating Procedures (SOP) for ILO’s Crisis Response and Peace and Conflict Analysis (PCA) Guidance Note for ILO’s programming in conflict and disaster settings”

into ILO's field operations. General awareness for the relevance of the topic and approach among ILO staff was rather low, according to interviewees.

This programme has shifted and improved both aspects, both integrating additional procedures in ILO's work as well as raising awareness among ILO staff for the importance of the topic. The programme has brought nuances to the narrative on peace and jobs. It has helped to raise awareness among many ILO staff, both at headquarters and in regional offices and has provided very practical support and advice on how to integrate a peacebuilding lens into ongoing and new projects.

The programme phase 2 is working directly with several<sup>18</sup> ILO pilot projects globally and provided concrete advice and support on how to integrate a peacebuilding lens into the projects, e.g., through conducting conflict driver analysis, through applying principles of conflict sensitivity and do-no-harm. This support from the programme team was universally appreciated and several interviewees expressed a wish for more support and more resources being available at ILO headquarters and possibly in regional offices, to provide this support to projects in the future and secure the framing of "effective peacebuilding" across ILO and partner projects.

The approach has proved promising as a component in generating long-term economic opportunities under difficult circumstances (working in fragile and conflict-affected contexts). This is corresponding with the ILO/PBSO programs focus on conflict-sensitivity and conflict assessments. However, ILO projects have had little or no focus on addressing dimensions of conflict, fragility, and violence at stake (working on creating sustainable peace and social cohesion), though the strategy, guidelines and toolkits also reflect this goal. In section 1 of "the Handbook", the distinction is made between a peacebuilding programme, a conflict sensitive employment programme and an employment and decent work for peacebuilding programme.<sup>19</sup> The latter two is what we refer to when distinguishing between projects working *in* fragility and conflict areas and employment and decent work project working *on* addressing fragility

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<sup>18</sup> The evaluation team spoke with individuals from at least three projects that had been in direct contact with the programme team for direct advice, while we are not aware of the exact number of projects that had made use of direct consultations/advice from the team.

<sup>19</sup> The "Handbook" (How to Design, Monitor and Evaluate Peacebuilding Results in Jobs for Peace and Resilience Programmes), page 9 (Link: [https://www.ilo.org/wcmsp5/groups/public/---ed\\_emp/documents/instructionalmaterial/wcms\\_712211.pdf](https://www.ilo.org/wcmsp5/groups/public/---ed_emp/documents/instructionalmaterial/wcms_712211.pdf)).

and conflicts (build peace) as part of their outcome. We believe that when talking about Employment and decent work for peace, it is particular the latter where employment programmes are working *on* building peace, and a greater focus on establishing such projects must be taken before being able to provide practical evidence of the link between peace and social cohesion with employment promotion.

**FINDING 3. External and internal coherence.** ILO has demonstrated high external coherence by playing an active role in agenda-setting and coordination in international networks and mechanisms on employment and decent work for peace. ILO has positioned itself to provide strategic leadership in employment and decent work for peace in global platforms. Internal coherence was less evident as mainstreaming of peace and social cohesion has not yet been consistent and varies substantially across strategic and project documents at regional and country levels. However, this is what phase 2 of the programme currently focuses on strengthening, and hence a coherence in design and implementation between phase 1 targeted at developing knowledge and phase 2 focusing more on transforming this knowledge into practical action can be seen.

The programme helped to operationalise Recommendation 205 in ILO's work, to apply a peacebuilding lens more systematically to ILO's work (at least in the form of supporting selected pilot projects) and to raise awareness within ILO for the importance of the topic. The programme was embedded in ILO's operations at headquarters<sup>20</sup>, with a global ILO-internal mandate to support relevant and interested pilot projects with advice and support<sup>21</sup>. This was universally appreciated by several supported projects and several interviewees expressed a wish for more resources available for this support both at headquarters and possibly in ILO's regional offices, as many projects also reached out for direct support and/or advice but were turned down due to lack of availability.

The evaluation discussed whether the funding amount was sufficient to introduce a new approach, new procedures and raise awareness within ILO and whether the available funding matched the expected results. As the topic was systematically introduced into ILO's work, e.g., through handbooks, guidance, and concrete support to pilot projects, many of the planned and

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<sup>20</sup> The ILO/PBSO programme is located under the Employment Policy Department and linked to the CSPR unit.

<sup>21</sup> Beside the 11 sample projects that enjoyed specific support and advice, several other projects have reached out for advice including but not limited to projects in Libya, Haiti and Lebanon.

expected results have been achieved. New approaches have been developed in cooperation with ILO projects globally and these approaches can be replicated now in other and new projects.

Within ILO, there is now increased awareness for the role ILO can play in peacebuilding, and vice-versa PBSO documents show an increased understanding of the relevance of employment programmes for peacebuilding. It is however difficult to capture this increased awareness beyond relevance of document reviewed and anecdotal evidence that was provided by interviewees, however a steady increase in number of PBF funded projects, the number of publications and events from the programme indicate that if not awareness, then knowledge is available. Nevertheless, there seems to be a broader and more common understanding that ILO's work in conflict and post-conflict contexts needs a more tailored approach than before the programme was started. Interviewees also noted that the new incoming management of ILO seems to have a specific interest in the topic, which raises hopes that it will be continuously funded. One possible option could be to have the approach and team funded through ILO's core budget, instead of through a donor-funded program, which is also approaching its end.

The evaluation also discussed whether the programme was sufficient to coherently promote a whole-of-system engagement for employment and decent work for peace at regional and country levels and aligned to other ILO and UN employment initiatives. Assessing the sample of pilot projects, it is evident, that such engagement is on its way though still "piloting". The phase 2 of the programme is currently supporting mainly the design of 11 regional and country level projects in different stages from proposal to collection of best practices and lessons learned. The programme has also successfully facilitated interagency initiatives on employment and decent work for peacebuilding through joint statements with other UN and Geneva-based organization (mainly UNDP, WB, WTO, IOM and InterPeace), participation to the Geneva peacebuilding platform and other inter-agency working groups as well as other avenues to shape UN system-wide coherence on the topic of employment and decent work for peace.

**FINDING 4. Relevance of the ILO in responding to "employment and decent work for peace".** As evident in Rec. 205, ILO has been aware of the pressing need to link employment and peace, and responding to the lack of evidence for employment programmes in building peace.

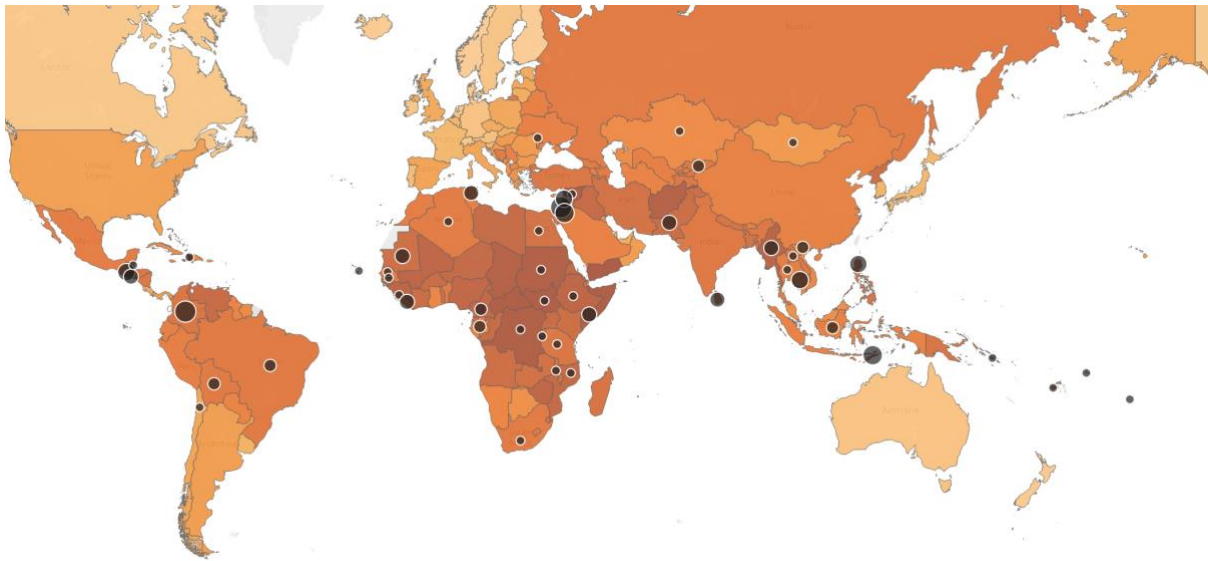


The ILO/PBSO initiative, however, has not yet resulted in the mainstreaming of a synergistic and comprehensive approach for integrating peace and social cohesion into project designs. Instead, these features are only seldom voluntarily included in project designs and still only exist within the specialized pilot projects.

Key stakeholders interviewed summed up the relevance and need of ILO linking its traditional employment and decent work mandate with a greater focus on how this link can contribute to peace and social cohesion aligned with PBSO objectives. PBSO staff emphasised that employment projects can contribute to peacebuilding, but that they need to be designed with the intention of contributing to peace and social cohesion, including through appropriately designed theory of change and results framework. A widespread understanding between stakeholders was that ILO is an organisation that works in many areas where peace and social cohesion should be an integral part of interventions designs, from projects focusing on access of refugees and other forcibly displaced persons to the labour market to youth unemployment and decent work.

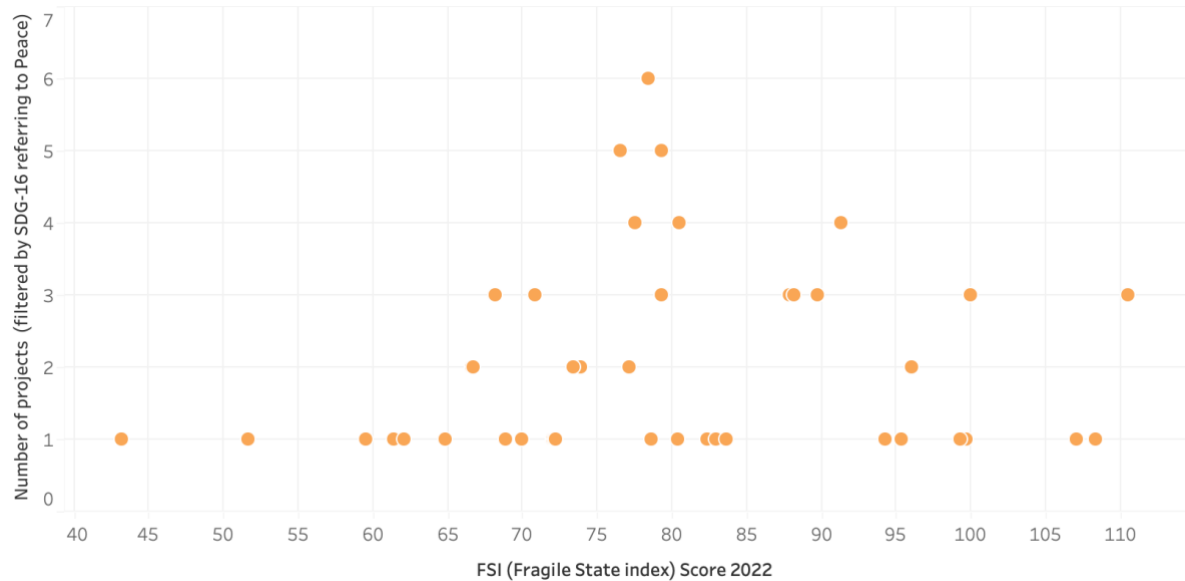
Various stakeholders interviewed also voiced concern about explicitly associating the lack of employment to conflict, because many reasons and dynamics frequently combine to lead to a crisis with a shortage of employment, with good jobs being only one possible contributing factor. This concern is well responded to in developed programme outputs like “the Manual”, though still a concern and argument for assigning less importance to peace and social cohesion with staff on the ground. This perspective is also evident in provided HDPN workshop evaluations.

**Figure 4.** ILO projects between 2012 and 2022 having SDG 8 and SDG 16 as main SDG components.



Out of 3732 projects stored and available in the online ILO Development Cooperation Dashboard's Project Finder (at the latest time of consulting containing ILO projects from 2012 until 3. August 2022), 106 had both SDG 8 and SDG 16 (related to sustainable peace) as main SDG components. The black points are locations of the 106 ILO projects, the larger size of point refers to the number of projects at the location.

**Figure 5.** Correlation analysis between ILO projects (related to SDG 8 and 16) and FSI score



Out of 3732 projects stored and available in the online ILO Development Cooperation Dashboard's Project Finder (at the latest time of consulting containing ILO projects from 2012 until 3. August 2022), 106 had both SDG 8 and SDG 16 (related to sustainable peace) as main SDG components.

The correlation analysis does not demonstrate a strong relationship between countries with high FSI (Fragile State Index) score and ILO projects contributing to SDG-16 (see figure 4 and 5).<sup>22</sup> The desk review of key documents indicated that the design of ILO interventions often still focused heavily on the input of employment without linking this to an outcome of peace.

**FINDING 5. The programme design is overall logical and coherent, but a mismatch between stakeholder expectations (or perceived needs) and the scope of the programme exists.**

The project was built around the strategic direction set by ILO Rec. 205 underlining the need for strengthened focus on employment and decent work for peace and resilience. The ILO/PBSO programme was built around this issue and contains a logical and coherent programme design responding to the strategic direction set by Rec. 205, with a directly linked impact/outcome model, with aims of producing and sharing knowledge internally and externally, testing new procedures and manuals, and pilot internal efforts for employment and decent work for peace.

Looking at the programme as a mainstreaming effort aiming to develop broad institutional capacity of ILO and implementing partners, the design is less valid. Foremost, no clear and comprehensive baseline or needs assessment for the institutional capacity building needs has been undertaken. Following this, there are no clear indicators established to assess and measure the achievements of the institutional change/mainstreaming efforts, and hence the programme success is only measured in outputs in terms of products and activities delivered and supported.

Accordingly, we find that a critical mismatch between the programme design and scope, and the strategic scale of Rec. 205 as well as stakeholder expectations, confirmed in interviews, seems to exist. Several interviewees mentioned that the promotion of peacebuilding within and across the ILO needs to be given higher status, visibility and resources, in both HQ and field/regional teams (see also finding 13 on the field/regional impact). While the programme design is limited to knowledge production, testing and supporting pilot projects on questions surrounding employment and decent work for peace, the latter strategic direction calling for institutional (and beyond) change/mainstreaming.

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<sup>22</sup> The Fragile State Index (<https://fragilestatesindex.org/>)

No risks and assumptions were identified in the programme documents and hence have not been assessed by the evaluation team.

### **3.2 Effectiveness of the programme**

**FINDING 6. Staff and resources.** The programme staff and resources funded were incorporated into a broader team at ILO HQ supporting crisis response, preparedness and resilience (CSPR), while also an ILO staff was seconded to the PBSO HQ, hence strengthening existing teams at ILO and PBSO, through staff with a dedicated thematic focus on employment and decent work for peace. The programme has been effective in contributing to Employment and decent work for peace institutional and partner capacity building in the short term with the output of resources and targeted activities like workshops in selected regions. In the long run, the effectiveness of the structure is affected by the lack of dedicated human resources for economic empowerment in the peace portfolio to facilitate cross-fertilisation, the limited or no institutionalization of peace focal points at regional and country level, the “upon request” nature of support provided by the HQ structure and the absence of clear financial mechanisms in support of the team.

The programme helped to create a dedicated programme team in CSPR and is located within the development and investment Branch at ILO headquarters. Since its creation, the team has remained small, composed of two key staff members, and funded by external sources, the Swiss government funding and PBSO, as opposed to being funded by ILO’s core budget.

**Figure 6.** PBF Projects Budget by Year for Employment Generation Projects<sup>18</sup>

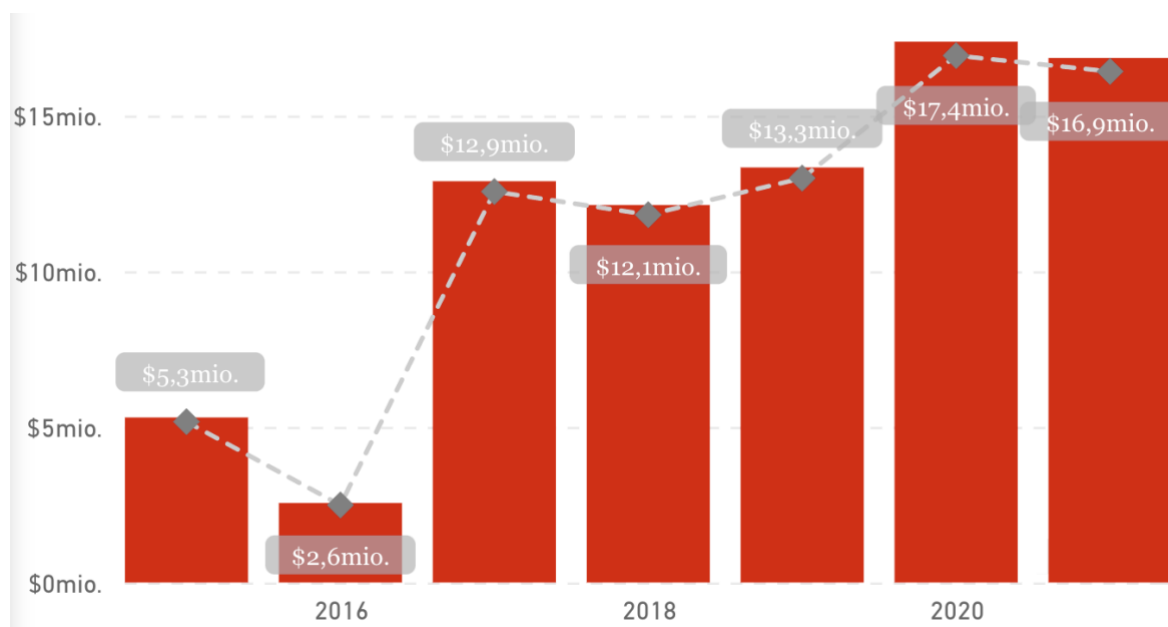


Figure 6 shows the PBF projects budget by year for employment generation. A significant increase between 2018 and 2021. The small drop from 2020 to 2021 is much less significant compared to drops the same year in other peacebuilding priority areas consulted on the PBF peacebuilding dashboard.<sup>23</sup>

At PBSO HQ, the secondment played a significant role in building interagency processes and provided critical support within PBSO to ensure that PBF funded employment projects were designed in a way where peacebuilding outcomes were increased. PBSO normally has limited capacity to provide specific support as its focus goes across 40 different peacebuilding categories where Employment and decent work for peace represent only a smaller part. Therefore, the secondment provided a significant temporary boost for the Employment and decent work for peace focus.

When the programme was started, it was decided to have the ILO team based at headquarters, because of the nature of the program, mainstreaming a new approach in ILO's and PBSO's global work and focus, raising awareness, and working with dedicated pilot projects globally

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<sup>23</sup> Secretary General's Peacebuilding Dashboard. (Link: <https://app.powerbi.com/view?r=eyJrIjojOTM1NTFhNTAtZGUyZC00ZmIwLWlwZjOtYjM2MjViYzEzMzkzIiwidCI6IjBmOWUzNWRiLTU0NGYtNGY2MCIiZG9jLTUyYjY0NmU2ZGM3MCIsmMiOjh9>)

to apply new approaches. In 2021, there were four PBF-funded ILO projects, which is the highest number of PBF funded projects in ILO within a year, suggesting that the approach is also reaching considerations of new project proposals.

The programme and approach faced scepticism and occasionally resistance among some ILO staff members for various reasons. For example, some believed their work and projects were already contributing to peacebuilding, as they were promoting work and development. Therefore, the programme then decided to work with those pilot projects in the field that were genuinely interested in the new approach and in the support, they could receive from the CSPR team.

The first phase of this programme clearly helped to introduce a new approach to ILO's work, new procedures, and analysis, such as for conducting conflict analysis and for integrating conflict sensitivity and do-no-harm approaches into programme design, implementation, monitoring and evaluation. For this important work to continue beyond the lifespan of this program, however, ILO needs to take additional measures especially concerning future funding. An extension from the Swiss government or PBSO appears unlikely, according to interviewees. This means that either other donors would have to be found, or ILO would have to consider funding the programme team through its operational core budget. Given that the new incoming management has expressed its interest in the topic, this might be a possible option.

While phase 1 had a detailed workplan to monitor deliverables, the evaluation team was not provided with an updated workplan for phase 2 with detailed outputs and deliverables. Hence, the evaluation team has not been able to evaluate specific outputs according to any work plan, but instead kept to the evaluation of the overall objectives while also assessing the impact of identified outputs.

Overall, the demand within ILO for this approach and specifically for very practical support through the CSPR team seems to be significant and exceeding the amount of work and support the current (small) team can provide. This speaks for increasing the number of staff in the CSPR team. In addition, interviews have expressed a wish for including similar support, e.g., through dedicated advisors on peace and social cohesion, in ILO's regional offices.

**FINDING 7. Partnerships.** The ILO/PBSO employment and decent work for peace initiatives have benefited from partnerships with sister agencies, partner organisations and the private

sector. However, inter-agency cooperation has not yet been fully translated into technical-level operationalisation in countries and there is room to further leverage private sector inputs beyond financial assets.

The programme has substantially helped ILO to develop and mainstream a new approach to its work and to being able to develop a common “peacebuilding language” with PBSO. Through the ILO-internal advice that the CPSR team provided and the approaches it applied; ILO developed a better understanding of how PBSO operates. The programme team also provided quality assurance for funding proposals and interviewees noted a higher success and acceptance rate from PBSO staff as they could recognise their own language and approaches more clearly in ILO proposals.

The cooperation with PBSO was described by ILO staff as very good, though it was also noted that it was a rather personalised relationship with one leading staff member at PBSO. When that person retired, ILO experienced a temporary drop in communication, until a new work relationship could be built.

Moreover, the programme actively participated in the Geneva Peacebuilding Platform, supported also by the Swiss government. This Platform brings together both international organisations as well as mainly Geneva-based non-government organisations working on peacebuilding. Through this platform, and through an inter-agency review, ILO worked with UNEP, WHO, IOM, UNHCR and other UN agencies.

The programme has also helped to establish other work relationships with UN agencies and other peacebuilding actors, but with some UN agencies it was less successful and remains “work in progress” according to interviewees.

**FINDING 8. Monitoring and evaluation systems.** Despite significant progress with the development of Guides etc., there are still important measurement gaps on results achieved via ILO support to peace and social cohesion. The tools and M&E systems in place are not sufficient to fully capture ILO’s contribution to peace and social cohesion at regional and country level.

A strong M&E approach and system in the context of this specific program, but also more broadly for ILO’s work, could help to produce strong evidence that employment creation supports all dimensions of peace, from prevention to post-conflict peacebuilding. The PBSO

Peacebuilding Priorities Coding System already addresses the need for increased coherence, transparency and accountability and provides a coding system for how projects can achieve their goals related to, for example, sustaining peace through employment generation and livelihoods (e.g., in agriculture and public works), particularly for women, youth and demobilised former combatants. Though this coding system does not present a monitoring and evaluation system, it can be a starting point and guide for developing better result frameworks in the future.

However, interviewees noted that M&E at ILO more broadly is under-resourced and not as developed as it could be to capture the impact of ILO's work, both positive and negative, intended, and unintended consequences of ILO's projects globally. This is regularly also remarked by donors to ILO that are requesting evidence and a stronger approach to M&E sometimes. This applies equally to the pilot projects, which this programme has been supporting and working with.

**FINDING 9. Integration of peace, conflict sensitivity and social cohesion in ILO's interventions.** ILO has made specific efforts to adopt a HDP nexus approach integrating a focus on peace in traditional employment and decent work interventions. This effort yielded some encouraging results that indicate the positive potential of the nexus approach, though notable variations in success of the integration were observed across the projects investigated.

ILO corporate policies/recommendations and strategies have emphasised peace and social cohesion as important aspects of employment promotion and decent work across multiple facets of sustainable development, employment, and peace objectives. ILO/PBSO joint research found that unemployment, decent work deficits and lack of access to livelihoods can be key contributing factors to conflict through three main drivers: lack of contact across different social groups; existence of grievance over inequality and exclusion; and lack of opportunity for income generating activities/employment.<sup>24</sup> This also suggests that conflict dynamics extend beyond economic issues towards governance, peacebuilding and social cohesion, prevention of violent extremism and a green and innovative future. Addressing

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<sup>24</sup> Tilman Brück, et al., *Jobs Aid Peace: A Review of the theory and practice of the impact of employment programmes on peace in fragile and conflict-affected countries*, 2016. Link: [https://www.ilo.org/global/topics/employment-promotion/recovery-and-reconstruction/WCMS\\_633429/lang--en/index.htm](https://www.ilo.org/global/topics/employment-promotion/recovery-and-reconstruction/WCMS_633429/lang--en/index.htm)



employment and decent work for peace challenges thus also requires cross-sectoral solutions and synergies.

With the momentum of the employment and decent work for peace agenda, ILO has attempted to link peace and social cohesion to key thematic areas across various regional and country-level interventions. The ILO/PBSO programme attempts to improve the peacebuilding impact of employment intervention in conflict-affected countries by adopting and strengthening the cross-sectoral approach by building synergies, in terms of both resources and expertise.

Peace and social cohesion featured mainly as a component in ILO interventions focusing on economic empowerment of youth, women and labour market access of refugees and IDPs, but also natural resource management, land tenure rights and economic empowerment.

ILO's flagship programme on Jobs for Peace and Resilience focusing on fragile, disaster- or conflict-affected situations presents a strong cross-sectoral approach, also often coordinated with other of ILO flagship programmes on, for example, Better Work. However, rather than a top-down programmatic approach, the document review found that in most cases, the ILO/PBSO programme and the CSPR unit supported country and regional projects in integrating a peace, conflict-sensitivity and social cohesion component in existing projects or upcoming proposals. For example, in Guatemala a concept note was developed with the help of the CSPR unit on how to integrate peacebuilding and resilience into ILO's business development interventions. In other cases, the CSPR unit and ILO/PBSO programme officer were involved in developing new project proposals with the cross-sectoral focus on employment and peace as for example in the case of in Lebanon for a project on promoting decent jobs for Lebanese host communities and Syrian refugees.

While efforts have been made in ILO's approach to the HDP, these have been limited by the resource availability leaving a lack of strategic investment for implementing and mainstreaming in the field offices. Instead the ILO/PBSO team has responded on an ad-hoc basis as situations unfold and as staffing levels allowed. While activities in phase 1 was based on an identified need for new tools and guidance and largely succeeded in providing these, resources does not seem to have been sufficient in fully mainstreaming this to ILO

interventions and addressing underlying structural impediments to becoming a more effective HDP partner.<sup>25</sup>

### 3.3 Efficiency of technical and financial resources

**FINDING 10. Resource Efficiency.** The programme has managed to efficiently make use of limited resources to reach objectives including building capacity and knowledge in trainings, guides, reports, and briefs; initiating and promoting decent employment and decent work for peace projects; and engage with Geneva-based organizations to help mainstream decent work and employment in sustainable peace strategies. However, the evaluation also finds that these results is limited in both effectiveness and scope, and often resembles a pilot programme and testing ground for new approaches before the wider mainstreaming efforts.

Several interviewees commented on the limited technical and financial resources available for the project, which manifested in the lack of awareness of the guides and other knowledge products as well as not relying on the programme team for advice. In one example, project staff explained how they failed to integrate the “new” concepts of peace and social cohesion (developed by the ILO/PBSO programme as outcomes) in their results framework and instead used the concept of “social protection”, which they traditionally has been relying on in their results framework.

The evaluation team has not assessed the efficiency of Sub-Programme activities since there is no detailed financial information available at that disaggregated level.

### 3.4 Addressing Gender and COVID-19

**FINDING 11. The ILO/PBSO response to COVID-19 in support of employment and decent work for peace.** With the outbreak of COVID-19, the integrated response to health, employment and peacebuilding challenges became imminent.

The ILO/PBSO programme responded appropriately by contributing to related policy and strategy development. The programme team contributed to (1) the development of a joint

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<sup>25</sup> See also: *Employment and decent work in the Humanitarian-Development Peace Nexus*, 2021. Link: [https://ilo.org/wcmsp5/groups/public/---ed\\_emp/documents/instructionalmaterial/wcms\\_141275.pdf](https://ilo.org/wcmsp5/groups/public/---ed_emp/documents/instructionalmaterial/wcms_141275.pdf)

ILO/WHO/PBSO/Interpeace policy piece “From crisis to opportunity for sustainable peace: A joint perspective on responding to the health, employment and peacebuilding challenges in times of COVID-19” (French and English)<sup>26</sup>, (2) ILO’s recommendations on Jobs for Peace and Resilience: A response to COVID-19 in fragile contexts<sup>27</sup> and (3) inputs to the UN SG report “Shared responsibility, global solidarity: Responding to the socio-economic impacts of COVID-19”<sup>28</sup>. It is unclear whether the programme contributed to resource mobilisation to complement existing resources. The COVID-19 crisis presented a case for crisis response in context of fragility, which fits within the existing framework of the programme. Therefore, the above-mentioned response was effective and timely without having to repurpose. In addition, it helped more affected countries and regional projects to repurpose and adapt to find new opportunities for employment promotion and sustainable peace.

**FINDING 12. Addressing gender equality and women’s empowerment in the employment and decent work for peace portfolio.** While the phase 1 documentation from concept notes to reporting failed to address the role of gender equality and women’s empowerment in contributing to sustainable peace, the joint research products, guides, and selected projects directly addressed the topic as well as the phase 2 concept note.

The programme has helped address the role of gender and women’s empowerment in the employment and decent work for peace agenda via research and guides putting focus on the potentially different theories of change at play for women and men in the same programme. The programme outputs have highlighted the necessity for gender responsive post-conflict needs identification to better inform gender-sensitive project strategies.

In phase 2, the concept note mentioned that special attention would be given to gender relations and the role of women empowerment in peacebuilding. These action-research programmes would guide policy, in partnership with Geneva-based organisation to assess the intervention model’s effectiveness in contributing to peace and social cohesion and measuring the impact

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<sup>26</sup> Joint ILO, WHO, Interpeace and PBSO paper: *From crisis to opportunity for sustainable peace: A joint perspective on responding to the health, employment and peacebuilding challenges in times of COVID-19*, 2020. Link: [https://www.ilo.org/global/topics/employment-promotion/recovery-and-reconstruction/WCMS\\_761809/lang--en/index.htm](https://www.ilo.org/global/topics/employment-promotion/recovery-and-reconstruction/WCMS_761809/lang--en/index.htm)

<sup>27</sup> ILO Guidance note: *Jobs for Peace and Resilience: A response to COVID-19 in fragile contexts*, 2020. Link: [https://www.ilo.org/global/topics/employment-promotion/recovery-and-reconstruction/WCMS\\_742182/lang--en/index.htm](https://www.ilo.org/global/topics/employment-promotion/recovery-and-reconstruction/WCMS_742182/lang--en/index.htm)

<sup>28</sup> UN SG report: *Shared responsibility, global solidarity: Responding to the socio-economic impacts of COVID-19*, 2020. Link: <https://unsdg.un.org/sites/default/files/2020-03/SG-Report-Socio-Economic-Impact-of-Covid19.pdf>

of the different approaches promoted. The goal is to build evidence and disseminate this among key partners.

From the evaluation, it is not clear as to how well this has been implemented until now, though examples of projects explicitly identifying women as a target group exist, for example, the project in Guatemala focusing on creating new avenues of resilience to sustain peace from Kaqchiquel, Q'eqchi's and mestizo specifically for women, Sierra Leone focusing on fostering women's empowerment and access to political, legal, economic, and social rights; and Cameroon focusing on women's empowerment for peace in refugee and host communities. Other projects reviewed also mention women as a target group, but often conflate them with other "vulnerable population groups", thus leaving little space for a gender-responsive theory of change strategy.

Though relevant gender issues had been incorporated in the design of some programmes as shown above, the evaluation found that it remained a challenge at the level of conceptualisation and articulation of target groups in the design and reporting of projects. Project documents often had little disaggregation of women, which reduced the clarity on the target groups and related outputs, which in turn impacted the effectiveness of gender mainstreaming in interventions.

### **3.5 Impact Orientation and Sustainability**

**FINDING 13. Enabling environment for employment and decent work for peace.** The ILO/PBSO programme support for the promotion of a more conducive enabling environment for employment and decent work for peace programming was partly effective at a global and institutional strategy level, but less sufficient at a regional and national level in building the capacity and transferring ownership to local staff and national institutions.

The ILO/PBSO programme has played an important role in supporting the development and implementation of institutional strategy, frameworks, and guidelines conducive to employment and decent work for peace programming. This has significantly improved ILO and PBSO knowledge and capacity to develop employment and decent work for peace components, as well as document, compile, and analyse the peacebuilding results of employment programs. At the centre of this is the development of the handbook on how to design, monitor and evaluate peacebuilding results into jobs for Peace and Resilience Programmes ("the Handbook")

developed and published in July 2019. The Handbook aimed to provide practical guidance and tools for assessing conflict sensitivity and including peacebuilding outcomes and indicators in employment programmes operating in fragile and conflicting contexts. In addition, and as part of the enabling environment, different internal and external events (including the ILO peace talks in January 2020 and a High-Level Webinar in Sept 2020) helped promote the agenda and environment surrounding Employment and decent work for peace.

At the regional and country level, the ILO/PBSO programme provided ongoing support to ILO offices and organised a series of regional trainings to build capacity to better include peacebuilding results in programming. Interviews with key stakeholders at ILO regional and country offices revealed a high satisfaction level with the direct support provided by the program. In several cases, ILO/PBSO has been directly involved as advisors for integrating peace and social cohesion components, both in the inception phases where questions of assessing conflict sensitivity and including peacebuilding outcomes and indicators in employment programmes operating in fragile and conflicting contexts came up.

An example is ILO's PROSPECT programme<sup>29</sup> (Partnership for improving prospects for forcibly displaced persons and host communities), which with help from the ILO/PBSO programme recognised the important role of social cohesion as a basis for the programme and are now including this in their results framework and programme designs. Another example is the support to the Sahel Alliance (G5 Sahel)<sup>30</sup> where ILO's strategy builds on and puts into practice its normative engagement on Employment and Decent Work for Peace and Resilience. The ILO/PBSO programme contributed with a policy brief on "Employment intensive programmes contribution to peacebuilding in Sahel" developed for the G5 Sahel Summit (2018) and a study with key recommendations on how to include conflict-sensitive and employment and decent work for peace initiatives in the G5 Sahel priority programmes (2020). In Colombia, the ILO/PBSO programme assisted (through a participatory workshop) the local governments of Perejil and Sierra Nevada in including an employment and decent work for

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<sup>29</sup> See: [https://www.ilo.org/global/programmes-and-projects/prospects/WCMS\\_748233/lang--en/index.htm](https://www.ilo.org/global/programmes-and-projects/prospects/WCMS_748233/lang--en/index.htm)

<sup>30</sup> ILO alliance with G5 Sahel: [https://www.ilo.org/africa/information-resources/factsheets/WCMS\\_652218/lang--en/index.htm](https://www.ilo.org/africa/information-resources/factsheets/WCMS_652218/lang--en/index.htm)

peace approach in local territorial development plans in the framework of the Colombia Peace Agreement.

The ad-hoc support for the development of regional and country-level programming that include the generation of peace and social cohesion outcomes as well as the produced frameworks and guides (the Handbook) was appreciated by country-level staff. However, it has only been sporadic and hence, it is hard to talk of mainstreaming across the ILO. As also noted in other findings, while support from the project team was universally appreciated, the resources available within the CSPR and ILO/PBSO programme have not been sufficient to implement mainstreaming activities. Several interviewees expressed an understanding for this as well as a wish for more sustainable resources (like regional/national focal-points) to create the behaviour and institutional change (changing attitudes) and skills development needed for succeeding in mainstreaming the employment and decent work for peace agenda.

**FINDING 14. Sustainability of results.** There is evidence of sustainable results linked to the ILO/PBSO programme initiatives in strengthening institutional frameworks and promoting the employment and decent work for peace agenda internally and externally at a global level but less for the objectives focusing on mainstreaming at regional and country level.

Key factors affecting sustainability were identified as the lack of financial sustainability, replicability, and scalability of activities, mainly due to limited human and financial resources to engage in the institutional behavioural change needed to convince and build capacity of ILO staff. Interviewees noted that it often can be difficult for traditional ILO projects focusing on, for example, skills development or decent work as well as national actors (including ILO's constituents), to include and take ownership of a "new" sectoral theme of Peace and Social Cohesion. This can be a key factor hindering sustainability when the main advocates (ILO/PBSO employment and decent work for peace team) sit at HQ and only occasionally (due to lack of resources) engage directly with projects in the field, this was especially true after the seconded ILO staff to PBSO was discontinued. The type of engagement with ILO-country offices as ad-hoc advisory and sporadic guidance for programming and conflict assessments also limits the engagements before, during and after any employment and decent work for peace intervention. Lack of follow-up mechanisms and data on results upon completion of activities like workshops and programming support must also be seen as a serious hindrance to achieving and assessing sustainability.

Sustainability of employment and decent work for peace programming, in the context of this programme understood as the extent to which the handover of activities was carefully planned in a way that they are absorbed into regional and national offices and programme/project structures, either through ownership by ILO projects or constituents or upstream adoption into a larger institutional or global strategy. While the latter (upstream adoption) produced good results with various guidance notes, toolkits and frameworks being adopted at organizational level as well as disseminated in the global agenda on employment and decent work for peace, the former focusing on ownership by ILO projects and/or constituents to some degree failed. Evidence from reviewed interventions indicates that there was a lack of a clear and actionable plan for handover or exit strategy.

Outputs like the Handbook mainly target country level staff and provide practical guidance and tools for assessing conflict sensitivity and peacebuilding outcomes and indicators in employment programmes operating in fragile and conflicting contexts. However, interviewees also noted that the size of the Handbook made it unusable in practice which why they chose to request direct human support from the ILO/PBSO programme instead. That said, the upstream adoption of the Handbook shows its relevance and the issue is more likely again a matter of dedicating resources to mainstreaming “the Handbook” into country-level programming.

In more fragile and conflict-affected contexts, partnerships and handover of activities to national institutions were often hindered by the weak institutional structures. On the other hand, ILO country offices have been more inclined to adopt and take ownership of the employment and decent work for peace agenda, though, rather than following a systemic approach, they often have a context specific starting point relying on already-existing structures and approaches. Lessons-learned from these context specific approaches should be included in ILO/PBSO’s focus, as engaging stakeholders by listening to their experiences and challenges is an important part of later acceptance of mainstreaming a more systematic approach to employment and decent work for peace.

## 4. CONCLUSIONS AND RECOMMENDATIONS

### 4.1 Conclusions

**CONCLUSION 1.** The ILO is now better positioned as a key player in the employment and decent work for peace work area with a competitive advantage compared to other UN agencies based on its long-standing experience in promoting employment and decent work, and played an important role in global agenda-setting.

ILO created organisational momentum for employment and decent work for peace mainstreaming with Recommendation 205 and the launch of its ILO/PBSO programme on mainstreaming employment and decent work for peace in its interventions. The ILO/PBSO programme was an important step that boosted the unique global positioning of ILO regarding employment and decent work for peace. The ILO/PBSO programme succeeded in shaping a broad understanding of how employment can contribute to peace both externally by participating in agenda-setting events like the Geneva Peace Week and contributing to global reports and strategy documents like the joint ILO/WHO/PBSO/INTERPEACE: “From crisis to opportunity for sustainable peace: A joint perspective on responding to the health, employment and peacebuilding challenges in times of COVID-19”<sup>31</sup>.

The strength of the ILO in the work area of employment and peace resides in its global presence and experience, its broad mandate and tripartite constituency, its convening power and capacity to integrate peace and social cohesion to other areas in combination with the ability to source financial resources. Benefiting from well-established partnerships, the institution has been successfully exerting its convening power to maintain high visibility of the youth agenda and promote youth engagement in global dialogues. The nature of Recommendation 205 as an instrument for dealing with situations in the HDP nexus has allowed ILO to explore different approaches to employment and decent work for peace in search of its niche and value proposition. While its value addition on peace and social cohesion is not equally strong across all regions, it remains in the organisation’s capacity to apply a cross-sectoral approach focusing on employment and decent work for peace.

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<sup>31</sup> Joint ILO, WHO, Interpeace and PBSO paper: From crisis to opportunity for sustainable peace: A joint perspective on responding to the health, employment and peacebuilding challenges in times of COVID-19, 2020. Link: [https://www.ilo.org/global/topics/employment-promotion/recovery-and-reconstruction/WCMS\\_761809/lang--en/index.htm](https://www.ilo.org/global/topics/employment-promotion/recovery-and-reconstruction/WCMS_761809/lang--en/index.htm)



Key to this progress has been the fact that the ILO/PBSO programme built institutional structures and tools to support “employment and decent work for peace” mainstreaming. This has been crucial in advancing the agenda in the organisation and ultimately helped in strengthening sustainable peace results. The ILO/PBSO programme was catalytic in establishing a dedicated internal infrastructure and in developing key instruments and guidance material to support the employment and decent work for peace mainstreaming, as well as capacity training workshops and direct programming advice.

The ILO/PBSO programme team have energetically championed the employment and decent work for peace agenda within and outside the organisation by co-organising and joining employment and decent work for peace related inter-agency platforms, strategy development and events. This corresponds well to the outcomes expected from phase 1, focusing more on institutional knowledge generation and maybe less on capacity-building and ownership of the agenda in country-offices and with social partners. To succeed in mainstreaming the agenda across the ILO (global, regional and nationally), partner organisations and social partners such as national governments, phase 2 will have to engage more directly with these stakeholders.

**CONCLUSION 2.** The ILO global vision (Rec. 205<sup>32</sup>) for employment and decent work for peace has yet to be mainstreamed fully across the organization.

The recent and uneven implementation across global, regional, and national levels during the first phase constituted a promising start but did not fully harvest the potential and unique role of the ILO in promoting peace in its global work. While always in the DNA of ILO, previous to the ILO/PBSO project, very little was done to directly promote peace within the organization’s programs and projects. With the ILO/PBSO program, there has been recognised and valuable efforts to support peace and social cohesion across various pilot projects and those could be replicated and scaled-up as a next step. Tools have been developed, e.g., for conducting a tailored conflict analysis. Awareness among ILO staff for the relevance of the topic has been increased and internal resistance against the approach has been reduced, according to interviewees. The expressed interest of the new and incoming ILO management

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<sup>32</sup> Recommendation 205 on Employment and Decent Work for Peace and Resilience in June 2017. Link: [https://www.ilo.org/global/topics/employment-promotion/recovery-and-reconstruction/r205/WCMS\\_648752/lang--en/index.htm](https://www.ilo.org/global/topics/employment-promotion/recovery-and-reconstruction/r205/WCMS_648752/lang--en/index.htm)

team gives reasonable hope that the topic will remain high on ILO's internal agenda and priorities for its global work. Rec. 205 remains the single most relevant reference point for further working on the peacebuilding agenda and for applying a peacebuilding lens to ILO's work in fragile and conflict-affected and post-conflict situations. For further rolling-out the approach in ILO's work, more staff, as well as dedicated officers in ILO's regional offices appear necessary.

**CONCLUSION 3.** ILO and PBSO have achieved mixed results in supporting peace and social cohesion.

While the role of employment and decent work for peace were noted at the individual project level, the ILO and PBSO have not yet made a significant contribution towards peace and social cohesion at a larger scale. This is mainly due to the pilot character of the programme that was mainly to introduce a new approach to ILO's work in conflict and post-conflict contexts. This is also reflected in the lack of PBSO activities within the program, whom could have taken the critical role of focusing on the impact that could be generated in supporting peace and social cohesion.

However, the foundation has been laid, both in terms of tools and standard operating procedures, as well as through practical and concrete examples of how ILO projects can contribute to peace. Conflict analysis tools have been developed and employed, methodologies for ensuring conflict sensitivity and do-no-harm have been created and overall awareness within ILO for the importance of tailored approaches has been increased, despite some resistance. However, all those experiences, examples, and tools developed, as well as a critical mass of ILO staff sensitised for the importance of the approach, remain available within ILO, and can be mobilised for a future programme or for a permanent anchoring of the approach within both ILO's work and to other organisations via the PBSO. Interviewees were optimistic that the approach would also be a key area of interest for the new incoming ILO management, while the PBSO seemed less optimistic about capacities to further the project without e.g. ILO secondments to support the work within the PBSO.

**CONCLUSION 4.** ILO and PBSO have not yet leveraged their strategic partnerships behind a clear "employment and decent work for peace" strategy.

One of the main results of the programme is the convening of new partnerships. ILO has become a member of the UN Peacebuilding Strategy Group (PSG), IASC TG4, and the Geneva

Peace Platform. Hence, ILO is as a result of the project better positioned in the Geneva agencies promoting peace from its specific perspective.

ILO also signed a MoU with Interpeace to operationalize Peace across the organization<sup>33</sup>. Despite this and a long-standing and unique positioning as an agenda setter and partnership leader, ILO did not yet optimise its convening power to rally its social partners (governments, the private sector, and employees) around a strong “employment and decent work for peace” agenda and further collaborate with sister agencies at country level. ILO programming in many countries is often disproportionately subject to the lack of interest and political will of social partners and national Governments to prioritise the issue and the small programme team alone was not able to address this issue at a significant scale. While the programme was able to anchor and mainstream the new approach ILO-internally to a degree, it has not yet made any progress for mainstreaming it in external work and partnerships, beyond the pilot projects it worked with in the current programme phase. Rolling out this approach and adding it to its approach to strategic partnerships appears to be a logical next step to scale up the impact of the new approach to employment and peace.

In addition, the partnership between ILO and PBSO seemed highly dependent on the initial ILO seconded staff within the PBSO. While initially working well by bringing the ILO strategy on “employment and decent work for peace” and the PBSO peacebuilding priority area 6 on economic revitalization together (most notably in the joint brochure: Sustaining peace through decent work and employment”<sup>34</sup>), phase two of the programme has been negatively impacted by the lack of an ILO seconded staff.

**CONCLUSION 5.** The ILO results framework and monitoring systems are not currently able to adequately measure and demonstrate its results in “employment and decent work for peace”.

The tools and M&E systems within ILO more broadly and specifically for this programme are not sufficient to fully capture ILO’s contribution to peace and social cohesion at project, regional and country level. A stronger M&E approach could help produce strong evidence that employment creation supports all dimensions of peace, from prevention to post-conflict

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<sup>33</sup> [https://www.ilo.org/employment/Whatwedo/Eventsandmeetings/WCMS\\_831446/lang--en/index.htm](https://www.ilo.org/employment/Whatwedo/Eventsandmeetings/WCMS_831446/lang--en/index.htm)

<sup>34</sup> Joint ILO/PBSO brochure: Sustaining peace through decent work and employment. Link: [https://www.ilo.org/employment/Whatwedo/Instructionmaterials/WCMS\\_771498/lang--en/index.htm](https://www.ilo.org/employment/Whatwedo/Instructionmaterials/WCMS_771498/lang--en/index.htm)

peacebuilding. The PBSO Peacebuilding Priorities Coding System could be incorporated better to increase coherence, transparency, and accountability towards the UN-based trust funds. It could also help to build a global evidence base beyond the limits of this programme and to contribute to global good practices on peacebuilding, as has been started with the example in the ILO-FAO Sierra Leone project. That project issued a TOR for hiring a consultant to assess the contribution of the project to peacebuilding and social cohesion and develop lessons learned and emerging good practices. However, the limited resources has been a main hindrance for this with no budget for e.g. baseline assessments and hence more resources, more awareness, and more dedicated efforts for that are required at ILO.

**CONCLUSION 6.** The major challenge of resource mobilisation for “employment and decent work for peace” work and the question about sustainability of the programme approach was not yet sufficiently addressed by the program.

Interviewees noted that the programme has helped ILO to “learn the peacebuilding language” and that this has also contributed to more successful funding applications, e.g., with the PBF. Whilst not an objective of the programme per se, the programme has helped increase the funding for peace and social cohesion projects within ILO. However, despite these occasional resource mobilisation successes, ILO still lacks a clearly defined and structured funding strategy rooted in its comparative advantage for employment and decent work for peace. The lack of interest or strategic focus by ILO on other than PBF, the absence of a clearly defined resource mobilisation strategy and the ability of ILO to demonstrate its value proposition are key hindering factors. At the moment, there is no clear concept for how the new approach of employment and peace will remain sustainable and in active use in the organisation, if no further and additional funding can be found. One option could be to fund both the CSPR headquarters team and potential peace and social cohesion advisors in regional offices through ILO’s core operational budget. The initial signals from the new incoming management at ILO that the relevance of the topic is understood might provide some hope for that possibility.

Within PBSO, the conclusion bears a certain resemblance: The success of the ILO seconded staff to PBSO in New York benefitted interagency processes and raised the capacity of PBSO to ensure that PBF funded employment projects were designed in a way where peacebuilding outcomes were increased. Without the seconded staff in PBSO, there is now again a serious lack of capacity to provide such support for projects to integrate peacebuilding outcomes in project designs.

CONCLUSION 7. The COVID-19 pandemic and the lockdowns and travel restrictions that followed negatively affected ILO’s work, as well as this programme (and nearly all aid projects globally).

The rolling out of activities was delayed in some cases and postponed until movements and meetings became possible again. At the same time, the programme team was also able to make progress with conceptual work, publications, as well as organizing online events, trainings and provide remote support, to ILO’s pilot projects in applying the new approach and adding a peacebuilding lens to new and ongoing projects. The COVID-19 crisis also brought a new lens to, better understanding and acceptance for the importance of social cohesion in projects.

## 4.2 RECOMMENDATIONS

**RECOMMENDATION 1. ILO and PBSO should further explore the evidence for and the interconnection and synergies between employment and peace, to expand its influence on the global agenda-setting.**

For ILO and PBSO further focus is recommended on understanding the dynamics of employment and peace including the different challenges arising in different contexts and already successfully started in the study “Jobs, Aid, Peace”<sup>35</sup>. This can include creating a distinction between employment promotion in fragile contexts; in high degrees of insecurity and violence; and amidst the consequences of armed conflict and violence. The ILO currently puts little emphasis on the latter two as it does not see itself as a crisis response actor though moving towards engaging in more fragile contexts. Strengthening the partnership with PBSO and other peacebuilding partners could improve this understanding.

Responsible unit	Priority level	Resource implication
ILO HQ, CSPR and PBSO	Medium	The strategic priority area must be included in yearly budget plans

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<sup>35</sup> Tilman Brück, et al., Jobs Aid Peace: A Review of the theory and practice of the impact of employment programmes on peace in fragile and conflict-affected countries, 2016. Link: [https://www.ilo.org/global/topics/employment-promotion/recovery-and-reconstruction/WCMS\\_633429/lang--en/index.htm](https://www.ilo.org/global/topics/employment-promotion/recovery-and-reconstruction/WCMS_633429/lang--en/index.htm)

**RECOMMENDATION 2. ILO should further incorporate support for the employment and decent work for peace agenda within wider sectoral strategies and programmes, including the more traditional ILO sector programs.**

This would also mean to prioritise interconnectivity and synergies between all its thematic areas including employment, job creation, skill development, enabling environment interventions to continue developing its understanding of how employment promotion (and other interventions) in contexts of conflict, fragility and violence can create opportunities as well as challenges if not managed well (related to recommendation 1 above). More funding and/or resources for matching the expected results of mainstreaming the new procedures must be allocated to fully succeed.

Responsible unit	Priority level	Resource implication
ILO HQ and C SPR	Medium	The strategic priority area must be included in yearly budget plans

**RECOMMENDATION 3. ILO should leverage its favourable positioning to influence national agendas in support of employment and decent work for peace and deploy efforts to create national awareness and consensus towards making employment and decent work for peace a priority on national development agendas.**

Responsible unit	Priority level	Resource implication
ILO HQ, C SPR and ILO country projects	High	Part of the ILO/PBSO programme budget though it is questionable whether available resources match the need

**RECOMMENDATION 4. ILO and PBSO should take measures to ensure organisation-wide coherence in and mainstream its institutional architecture for integrating peace and social cohesion.**

ILO should fully embrace the importance and strategic opportunity of Rec. 205 and move to better operationalise it closer to its core conventions. As funding for the ILO/PBSO programme is running out and a new ILO Programme and Budget proposal is underway, ILO should reflect the priority and importance of Rec. 205 and the need for a strengthened C SPR unit with the necessary resources to undertake the organisational and behavioural change needed for successfully mainstreaming the employment and decent work for peace agenda.

It will be key for ILO to create a clear matrix of responsibility throughout the organisation to facilitate the mainstreaming and coordination of peacebuilding and conflict-sensitivity issues across thematic clusters. It should promote accountability, synergies and cross-fertilization with different teams and clusters at country, regional and global levels for effective mainstreaming of the employment and decent work for peace agenda. The organisational location of the CSPR unit might be considered and moved to better reflect the basic principle and importance of promoting sustainable peace across various sectors.

As mentioned in the limitations, PBSO do not seem to have taken as active an role in the project as ILO. This resulted in a lack of PBSO staff available for interviews and casts doubts on the degree on integration of employment dimensions and its sustainability into PBSO operations. PBSO staff interviewed highlighted the dependency on staff secondments in order to strengthen PBSO capacities in the field of EDW4P (see also recommendation 5 below).

Responsible unit	Priority level	Resource implication
ILO HQ, CSPR and PBSO	High	<p>Part of the ILO/PBSO programme budget though it is questionable whether available resources match the need.</p> <p>The PBSO organizational structure might not currently be feasible for improved engagement but are dependent on e.g. ILO secondments to build further capacity in EDW4P.</p>

**RECOMMENDATION 5. ILO should appoint regional peace and social cohesion focal points to support project offices more effectively as well as reengage a seconded staff in the PBSO HQ.**

Regional peace and social cohesion focal points should have the resources and systems in place to allow them to provide practical guidance and tools for assessing conflict sensitivity and including peacebuilding outcomes and indicators in employment programmes operating in fragile and conflicting contexts to country offices and national partners in a proactive manner. The focal point responsibility should be part of the staff members’ job descriptions. A guidance note and onboarding materials are needed to ensure a clear understanding of the role and its effective implementation.

Secondments from ILO to PBSO are very important. PBSO is a small organization with a wide thematic focus area and is dependent on secondments and JPOs for staffing, including for specific expertise. The ILO should reengage its secondment to PBSO in order to keep the attention and support capacity as well as help strengthen interagency processes on employment and decent work for peace programs.

Responsible unit	Priority level	Resource implication
ILO HQ, CSPR, PBSO and Regional offices	High	The strategic priority area must be included in yearly budget plans

**RECOMMENDATION 6. ILO and PBSO should further disseminate the experiences, examples, and tools developed, as well as further mobilize ILO staff and national constituents to reach a critical mass of sensitised staff and partners, as part of the ongoing mainstreaming efforts.**

ILO and PBSO should increase the overall capacity of staff to understand and address the need of conflict sensitive programming and how their traditional employment or skills development projects can contribute to build sustainable peace. ILO should continue integrating capacity-building components on conflict-sensitivity and peace programming into existing training programmes. These should be based on the Handbook and toolkits already developed on how to integrate peace and social cohesion in various areas of ILO programming and operations beyond jobs and peace.

In the phase 1 workplan it appears that an aim to develop a knowledge sharing platform including developed guides and tools, e-learning and good practice examples is ongoing. This could be a critical step for both ILO and PBSO to follow up on for developing more good practices and lessons learned to disseminate within ILO projects as well as PBSO PBF funded partners.

Responsible unit	Priority level	Resource implication
ILO HQ, CSPR, country/regional offices and PBSO	High	None or little as it could be part of existing ILO/PBSO program



**RECOMMENDATION 7. For the continuation of the employment and peace approach the ILO/PBSO programme needs to further leverage strategic partnerships to foster the employment and decent work for peace agenda across ILO, PBSO and other partner organisations, considering them less as beneficiaries and more as knowledgeable development partners.**

In developing its comprehensive strategy for mainstreaming peace and social cohesion, ILO should consider a stakeholder mapping against its theory of change to identify the different types of partnerships it needs to nurture to sustainably achieve its goals and objectives. This requires ILO to further take stock of its positioning, comparative advantages, and value proposition as well as the trajectory it intends to take. It should design its partnership strategy accordingly to ensure synergies as well as to mobilise necessary expertise or resources. Instead of one-off project-based partnerships, ILO should further identify areas of synergy for regular and sustainable collaboration and continue exploring the possibility of developing joint strategies and resource mobilisation plans with other UN agencies, civil society, the private sector etc, in addition to scaling and adapting existing successful partnerships in other regions and/or countries.

Responsible unit	Priority level	Resource implication
ILO HQ, PBSO and CSPR	Low	The strategic priority area must be included in yearly budget plans

**RECOMMENDATION 8. ILO and PBSO should create better lessons learned and feedback mechanisms to secure that pilot experiences can be built on. ILO needs to create mechanisms to capture local and context specific needs, inputs, and feedback.**

ILO should also put in place measures to engage partners more effectively and meaningfully from the early stages of project design. This approach should ensure that the programme is designed to better fit the needs of the target groups and foster their agency and engagement in voicing economic and social issues related to employment and sustainable peace.

Responsible unit	Priority level	Resource implication
ILO HQ, CSPR and country/regional offices	High	None or little as it could be part of existing ILO/PBSO programs

**RECOMMENDATION 9. ILO and PBSO should strengthen its results framework and its M&E practices for adequate tracking of peacebuilding and social cohesion results.**

Following up on results from phase 1 (like the “Jobs, Aid, Peace” publication), ILO and PBSO should further conceptualise what constitutes success in this area and translate it into practical indicators and an organisational results framework to guide projects M&E frameworks. Though already a part of “the Handbook” as well as an area that PBSO has independently worked on and are now implementing a Strategic Results Framework<sup>36</sup>, this still need to be integrated and adopted in practice in order for ILO and PBSO to coherently measure, monitor, report and learn from its results and contribution to peacebuilding and social cohesion. This will be a vehicle to contribute to reporting on the employment and decent work for peace agenda and in particular ILO’s institutional commitments in the Rec 205 and within the HDP nexus.

ILO projects should embrace the already developed result framework and baseline survey guide (from the Handbook) and include indicators for peace and social cohesion in planned baseline surveys of the target population before, during and after programme implementation to be able to examine its impact. Moreover, ILO should follow up on progress after project completion, especially for key interventions and innovative approaches, to ascertain the longer-term impact on sustainable peace, thus building its knowledge on long-term results, sustainability, and constraints. This could be achieved by increasing the assessments and evaluations of employment and decent work for peace interventions.

From the phase 1 workplan it appears that ILO and PBSO are planning to organise joint PBSO/ILO mission(s) to analyse emerging outcomes/impact from relevant projects. This would be a critical step to move forward on this recommendation.

PBSO together with ILO should also be a leading actor in developing a common guide and practice for developing project’s result frameworks including improved suite of tools, guidelines, and procedures for measuring employment and decent work for peace to track

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<sup>36</sup> PBF began rolling out a new policy of adopting country-level Strategic Results Frameworks (SRFs) to guide PBF investment strategy in certain country settings in January 2021. These frameworks are designed to better articulate joint peacebuilding results and theories of change at the outcome level to allow for better monitoring by the UN Country Teams and, in time, evaluation of cumulative PBF project results through independent portfolio evaluations.

progress and impact, but also to better support efforts on resource mobilisation, accountability, and informed decision-making at global, regional, and country levels.

Responsible unit	Priority level	Resource implication
ILO HQ, CSPR and PBSO	High	The strategic priority area must be included in yearly budget plans

## 6. LESSONS LEARNED & GOOD PRACTICES

This chapter introduces three lessons learned (LL) and two good practices (GP) from the experience gained by evaluating the ILO/PBSO programme in the present report. Below we present the main points concerning LL and GP, which is further detailed using the ILO provided templates in Annex 5. During the interviews with key stakeholders, they were asked to provide any lessons learned from the experiences they have had with the ILO/PBSO programme activities as well as suggestions for changes that can be adapted to improve it.

This programme is bringing forth the link between peacebuilding and employment promotion, focusing on how decent work and employment programmes can promote sustainable peace and social cohesion. Hence, there is need to outline the key areas of learning for future programming for PBSO, ILO and other organisations working in the field or seeking to mainstream “employment and decent work for peace” in their activities. Both partners learned a lot about combining these key issues that each of them has comparative advantage. Findings enabled the ILO to design new projects based on the learnings.

### 6.1 Lessons Learned

The main purpose of evaluations in the ILO is to improve project or programme performance and promote organisational learning. Evaluations are expected to generate lessons that can be applied elsewhere to improve programme or project performance, outcome, or impact. The ILO/EVAL Templates are used below for the three identified Lessons Learned (LL).

**LL1:** The cooperation between PBSO and ILO led to the development of a more common “peacebuilding language” and enabled both organisations to better define their individual roles and common goals in the field of “employment and decent work for peace”. The programme cooperation with both PBSO and other peacebuilding organisations has permitted the acquisition of valuable instruments and demonstrated that effective mainstreaming of decent work and employment for peacebuilding can benefit from a trans-organizational approach.

**LL2:** Utilising complementary instruments (the handbook, trainings/workshops, direct advisory and additional material) all aiming at assisting ILO project staff in integrating peace and social cohesion issues in their work must be strategically timed. To enable the programme impact to be sustainable long term, tools, instruments and human

resources need to allow projects to easily incorporate social cohesion and peacebuilding in results frameworks without specific expert support and they need to be institutionalised through existing organisational (ILO) and cross-organisational (PBSO) structures.

Overall, the demand within ILO for this approach and specifically for very practical support through the CSPR team seems to be significant and exceeding the amount of work and support the current (small) team can provide. This speaks for increasing the number of staff in the CSPR team. In addition, interviewees have expressed a wish for including similar support, e.g., through dedicated advisors on peace and social cohesion, in ILO's regional offices. For the PBSO office, this could serve as a lesson-learned on how to improve their role as advisors for UN agencies on cross-organisational aspects of peace and social cohesion in the field of employment promotion.

**LL3:** For an objective assessment of the project's impact on peacebuilding and social cohesion, a proper and systemic results framework must exist and contain baseline, indicators and targets that are specific, measurable, achievable, relevant, and time-bound (SMART). There should also be a monitoring work-plan to determine how the project's specific activities and results are contributing to the achievement of peace and social cohesion as part of the overall project's outcomes and final impact.

**LL4:** Producing frameworks, guides (like the Handbook) and trainings for "employment and decent work for peace" mainstreaming works best when it is a part of a strategy enjoying support from top managers and uses other tools as well. Offering trainings in building peace and social cohesion to the country-based staff, while there is no apparent place for 'peace' in the proposal evaluation procedure, sends a contradictory message, unlike in the PBF proposals facilitated by the Swiss project team, which required a focus on peace and social cohesion indicators. The project experience also confirms that "employment and decent work for peace" training should not be offered on an ad hoc basis but should instead be available on a permanent basis to all actors involved: ILO HQ staff, evaluators, national contact points, ILO project officers and ILO's social partners.

## 6.2 Good Practices

ILO evaluation sees lessons learned and emerging good practices as part of a continuum, beginning with the objective of assessing what has been learned, and then identifying successful practices from those lessons which are worthy of replication. The ILO/EVAL Templates are used below. CMC has found two Good Practices (GP) emerging from the ILO/PBSO programme that easily could be replicated under certain conditions.

**GP1:** The ILO PROSPECT programme (Partnership for improving prospects for forcibly displaced persons and host communities), provides a good practice example of how to integrate peace and social cohesion in its result framework. With help from the ILO/PBSO programme they recognised the important role of social cohesion as a basis for the programme and are now including this in their results framework and programme designs.

**GP2:** Conducting conflict driver analysis and assessments already in the early stages of programme design and/or implementation is a good practice for increasing the success and potential impact of all projects (beyond projects with a specific focus on employment and decent work for peace). The joint Interpeace/ILO conflict assessment in Libya is an example of this. More and more of ILO's work is taking place in contexts of conflict and fragility and the ILO/PBSO programs approach has proved promising as a component in generating long-term economic opportunities under difficult circumstances (working in fragile and conflict-affected contexts). This is corresponding to the ILO/PBSO programs focus on conflict-sensitivity and conflict assessments.

# APPENDICES

The following appendices to the report are available:

**Annex 1.** Terms of Reference

**Annex 2.** Evaluation question matrix

**Annex 3.** Stakeholders interviewed

**Annex 4.** Documents consulted

**Annex 5.** Lesson Learned and Good Practices