



**UNHCR-UNDP REGIONAL
JOINT SECRETARIAT**

IMPROVING LIVELIHOODS AND ECONOMIC OPPORTUNITIES FOR SYRIAN REFUGEES AND HOST COMMUNITIES:

COUNTRIES

EGYPT, IRAQ, JORDAN, LEBANON AND TURKEY

IMPROVING LIVELIHOODS AND ECONOMIC OPPORTUNITIES FOR SYRIAN REFUGEES AND HOST COMMUNITIES:

Countries: Egypt, Iraq, Jordan, Lebanon, and Turkey

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Amman, Jordan

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ABBREVIATIONS

3RP	Regional Refugee and Resilience Plan in Response to the Syria Crisis
AFAD	Disaster and Emergency Management Authority, Government of Turkey
BMZ	Federal Ministry for Economic Cooperation and Development
CBOs	Community-based Organisations
CSOs	Civil Society Organisations
EIIP	Employment Intensive Infrastructure Programme
EU	European Union
FAO	Food and Agriculture Organization
FFA	Food Assistance for Assets
GAP-RDA	South-Eastern Anatolia Development Project Regional Development Administration
ICT	Information and Communications Technology
IDPs	Internally displaced persons
IOM	International Organization for Migration
ILO	International Labour Organization
JEFE	Jordan Education for Employment
JHTEC	Jordan Hospitality & Tourism Education Company
M&E	Monitoring and Evaluation
MoET	Ministry of Education and Trade
MSMEs	Micro Small Medium Enterprises
NGOs	Non-governmental Organisations
NPTP	Emergency Lebanese National Poverty Targeting Program
NWoW	New Way of Working
TVET	Technical and Vocational Education Training
SOPs	Standard Operating Procedures
SME	Small and Medium Enterprise
UNDG	United Nations Development Group
UNDP	UN Development Programme
UNESCO	UN Educational, Scientific and Cultural Organization
UN-Habitat	UN Human Settlements Programme
UNHCR	UN High Commissioner for Refugees
UNICEF	UN Children's Fund
UN Women	UN Entity for Gender Equality and the Empowerment of Women
WFP	UN World Food Programme

01. INTRODUCTION, PROBLEMS STATEMENT AND PURPOSE

In the framework of cooperation and coordination of the Regional Refugee and Resilience Plan (3RP), in 2016 the UNDP-UNHCR Joint Secretariat initiated a mapping exercise of United Nations Agencies' livelihoods and economic opportunities interventions in the five countries affected by the Syrian crisis, to identify complementarities and gaps, as well as comparative advantages. Consultations were held with UN sister agencies. The mapping highlighted that the current UN offer for livelihoods and employment generation is still limited and fragmented, requiring scaling up. Partners concurred that more robust, better-coordinated, scalable livelihoods strategies are required at regional and/or country level to meet the London jobs targets.

This paper, which, moving forward will be a living document, was initiated by the Joint Secretariat as a follow up to the mapping, and subsequent outcomes of the most recent Regional undg meeting, and the BMZ/UNDP expert meeting on Jobs held in Bonn in November 2017. The paper is, therefore, prepared to also guide UN agencies' (FAO, ILO, IOM, UNDP, UNHCR and WFP) inputs to the Bonn Expert Meeting and beyond Bonn.

The paper demonstrates progress made on expanding livelihoods and economic opportunities in the countries affected by the Syrian crisis since the last Bonn Expert Meeting on Expanding Jobs and Economic Opportunities in March 2017, specifically responding to paragraph nine of that meeting's Outcome Document:

“There is a need for new ways of cooperation. The livelihoods sector appears fragmented and there is a need for a more integrated response to enhance economic opportunities and employment generation. Coordination and dialogue among different stakeholder groups is needed to multiply achievements. The Momentum of the London-Conference must be kept up. It needs to materialize in commitments from all stakeholders.”

The paper highlights progress made, constraints /challenges encountered, and then provides ideas and recommendations on what needs to be done and how to achieve improved livelihoods and economic opportunities for Syria refugees and their host communities within the framework of the broader resilience approach of the 3RP. As highlighted, evidence shows that UN agencies, governments and the international community are far from achieving the bold political target of 1.1 million jobs for those affected by the Syrian crisis, that was agreed at the 2016 London Conference. In addition, although efforts are being made at regional and country levels, UN agencies have not fully found best ways to collaborate, create synergies, complement each other's work, rely on each other's comparative advantages, and above all scale-up interventions on livelihoods and economic opportunities.

Despite the low funding received by the livelihoods and social cohesion sector in the 3RP, achievements in this particular sector of the Regional Refugee and Resilience Response could be boosted through new and robust ways of working together at the country level, with support from the regional level. But no one agency can achieve this on its own; partnership and concerted efforts are needed from all UN agencies, NGOs and private sector to support the governments in the region; hence the importance of this paper.

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The first section of the paper highlights ongoing work in the livelihoods and food security sectors under the 3RP and complementary initiatives in the five countries affected by the Syrian crisis, Egypt, Iraq, Jordan, Lebanon, and Turkey. The second section is forward looking and highlights strategic recommendations on how a more integrated livelihood response can materialize. The paper also suggests some guiding principles for future livelihood and economic opportunities interventions in the 3RP.

02. EXPANDING ECONOMIC OPPORTUNITIES AND LIVELIHOODS: PROGRESS AND ACHIEVEMENTS TO-DATE

Compared to previous years, 2017 has seen positive developments in key areas. **High level advocacy on legal frameworks and creation of enabling environments for refugees led these new developments.** In Lebanon, for instance, a new policy allows for the waiver of the annual residency fees for certain Syrian refugees, thereby facilitating access to legal residency status, improved freedom of movement and better access to livelihoods. In Turkey, some 26,000 work permits were issued (as of October 2017) to Syrian refugees since January 2016, while in Jordan the cumulative number of work permit files that the Ministry of Labour has worked on (either issued or renewed) is over 55,000, of which roughly 3% have been issued to women.

To increase employability of refugees and host community members, livelihoods sector partners have assisted over 64,000 refugees and host community members through job and language training as well as job referral services. Multi-agency efforts on job training were implemented in Jordan, where demand-driven vocational training was supported by UNDP, UN Women, WFP, Jordan Hospitality & Tourism Education Company (JHTEC) in partnership with Jordan Education for Employment (JEFE) and the National Micro-Finance Bank. Skills were provided in the areas of retail sales, food processing, data entry, ICT and electronics. In Turkey, in partnership with the Disaster and Emergency Management Presidency (AFAD) and the South-eastern Anatolia Development Project Regional Development Administration (GAP RDA), the sector provided nearly 20,000 refugees and host community members with vocational training. In Lebanon, the livelihoods sector completed a labour needs assessment of the agro-food, construction and ICT sectors that aimed at identifying key skills required for employment in these sectors. In addition, the Ministry of Economy and Trade (MoET) is developing an ambitious strategy to improve linkages with the private sector.

FAO is providing agriculture-related vocational training and up-skilling programmes that are delivered to facilitate access to sustainable, dignified employment among refugees and host communities in Turkey. Furthermore, FAO is establishing greenhouses in refugee camps to integrate their diet with vegetable production and to enhance their capacities and on greenhouse management with the aim of providing them skills that shall support their placement in the local labour market.

In the area of **providing short-term and/or long-term job opportunities,** over 16,900 refugees and host community members have benefited from employment opportunities provided by 3RP partners across the region this year. In addition, over 13,000 teachers were provided with incentives in Turkey. While data is not available for every sector or in each country, data from Za'atari camp in Jordan suggests that men benefit disproportionately from these opportunities, with women accessing only 23% of all cash for work opportunities available.

In as much as policy achievements were made to accelerate work permit allocation, slow economic growth in host countries has prevented the creation of the required jobs and economic opportunities. Sector partners are committed to providing job opportunities through interventions to support cash for work schemes and providing in-kind assistance or grants to strengthen Micro Small Medium Enterprises (MSMEs) that are expected to create longer term employment opportunities.

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With the aim to **foster businesses for job creation**, sector partners implemented various activities aimed at increasing the demand for jobs, a key aspect in enhancing employment opportunities. In Lebanon, seven key value chains in the areas of waste management, furniture, and agro-food/dairy sectors were bolstered through 50 interventions. This is expected to bring sizable improvement in job opportunities especially in waste management sector. Efforts have also been made to improve the work conditions of waste pickers at landfills and waste disposal sites, for example through the provision of a new sanitary cell equipped with environmental and engineering technology at Al-Ekeider Landfill in Irbid, Jordan. More work is needed to facilitate women's access to financing and the business sector, with data from the region suggesting that banks are less likely to provide capital to women than men, regardless of their financial status.

A number of initiatives to **increase private sector engagement** in the Syria response took place. In Lebanon, the Ministry of Economy and Trade organized the first Small and Medium Enterprise (SME) forum with 300 representatives from government, the private sector and development partners to assess ways to develop more strategic and sustainable partnerships with the business community in Lebanon. In Turkey, "The Business and Employment Forum" was held at the Gaziantep Chamber of Industry Vocational Training Center in May 2017. Approximately 700 representatives from the government, businesses, private sector organizations, NGO leaders, social enterprises and entrepreneurs gathered to discuss means to increase employment and livelihoods opportunities for Syrians and host communities and how to promote work and economic growth.

Capitalizing on complementarities of among UN agencies and seeking to enhance coordination, a number of **joint initiatives** already exists, some in the form of pilot initiatives and/or are in the planning stage of development.

In Iraq, UNDP and UNHCR jointly implement a livelihoods creation project in three Syrian refugee camps (Arbat, Gawilan, and Darashakran). Based on a market and agro-value chain assessment, a total of 15 greenhouses with irrigation system were installed, and renovation for 15 more is ongoing. To run the greenhouses and improve sustainable livelihoods opportunities, vocational and business development training courses are being held for 120 refugees to increase their skills in agricultural production, small scale agro-processing, good nutrition and hygiene practice.

In Jordan, UNDP and ILO will be starting a joint programme to support the implementation of the Jordan Compact through capacity development support to the Government at the macro, meso and micro levels.

Also in Jordan, as part of the overarching goal of UN Delivering as One Approach, UNDP and WFP entered into a partnership since 2015 and implemented joint initiatives and programmes benefiting **2,340** Jordanian and Syrian youth and women building on the UNDP 3X6 livelihoods approach, as follows: Emergency Employment through (3x6 Approach), Skills Exchange between Jordanians and Syrian refugees, and Demand-driven Vocational Training and Employment. UN Women is working to deliver sustainable livelihood opportunities to refugees and host community nationals, using cash for work as a pipeline to more sustainable employment opportunities including business development and job training, in partnership with UNESCO (Marfraq) and UNICEF (Za'atari).

In Lebanon, FAO and WFP are implementing a two-year project to enhance the food security and livelihoods of vulnerable rural communities, most affected by the Syrian crisis through the establishment of semi intensive egg production units. FAO

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is equipping vulnerable local farmers to set up semi-intensive poultry units through farmer field schools. The 1 500 farming families will be able to consume and market an estimated 1 million eggs per month. Part of the production is expected to be sold in shops participating in WFP food aid schemes which help refugees purchase food. FAO will be using the WFP e-card inputs delivery system to supply the beneficiaries with feed for their hens.

UN Women and ILO are partnering to promote women's employability in Gaziantep, Turkey, through market-based vocational training and job placement. This is targeted to reach 5000 women in total. In addition, in Turkey, a recently finalized M&E framework for the response has proved to be a starting point for enhancing coordination, also within the livelihood sector. Setting common outcomes have helped visualize long term objectives, for example on how to transition beneficiaries of cash-support to livelihoods opportunities. Also in Turkey, UN agencies are building on each other's capacities, such as ILO supporting UNHCR in livelihoods activities through providing trainings to UNHCR livelihoods officers. One of several upcoming joint projects in Turkey, is the IOM led project "Towards Sustainable Labour Market Inclusion of Syrian under Temporary Protection."

In Lebanon, Egypt, Jordan and Iraq, UN HABITAT and UNDP are planning to implement a sub-regional municipal resilience programme. The main objective is to improve the resilience of host and refugee communities in targeted municipalities impacted by the Syrian crisis, through strengthened access to basic services, housing and income. In Egypt UN Women is working with UNHCR to create platforms to promote goods made by refugees.

UNDP Lebanon has a partnership with ILO and recently signed an MoU with WFP. Through this MoU, UNDP and WFP intend to enhance the cooperation between the two agencies. This may take the form of joint programming in an area such as income-generating labour-intensive activities that create and enhance productive assets, restore livelihoods and contribute to socioeconomic development, among others.

Overall, to-date the food security sector has reached approximately 16,000 refugees and host communities through improvement in access to labour opportunities, building and rehabilitating assets and national capacity development. The food assistance for assets (FFA) plans to reach 30,000 beneficiaries by the end of 2017. Through work permits, increasing employability, provision of short and/or long-term employment and fostering business environment for job creation, the livelihoods sector has reached over 190,000 refugees and host communities. More people are to gain as the business environment improves and jobs are created by the private and public sectors. In addition, on the social cohesion front, in total, over 19,000 host community members and refugees have participated in community based peace building activities. However, despite this progress, with the target in mind, still more needs to be done.

03. CHALLENGES AND CONSTRAINTS ENCOUNTERED

The primary underlying challenge facing host national, refugee and IDP workers in accessing economic opportunities across the six countries is slow, and in some cases negative economic growth. The five economies, though to a lesser extent in Turkey, have long faced difficulties in creating sufficient economic opportunities for their own populations. This difficulty has been compounded by the Syria crisis, and the resulting instability throughout the region, which has slowed the already weak economic growth.

Although progress is being made on supporting livelihoods and economic opportunities in countries affected by Syria crisis, implementation challenges still remain. In a mapping of livelihood initiatives within the Syrian crisis response, conducted in the beginning of 2017 by the 3RP Secretariat, the following trends emerged :

- i. **Economic opportunities and livelihoods interventions tend to be scattered, small scale and uncoordinated:** There are many interventions but it is not always clear how the actions of various actors are integrated into a coherent coordinated whole. There is little evidence of complementary actions by various actors.
- ii. **Significant information gaps on livelihoods/economic opportunities:** What the UN, NGOs, private sector, governments achieve as a whole in livelihoods and economic opportunities is not available. Still strong concentration lies on short-term interventions.
- iii. **Sustainability of benefits:** Predominance of emergency/short-term initiatives; imbalances/lack of integration between supply (employability) and demand focused interventions. For example, there is a proliferation of vocational training and a duplication of labour market studies and needs assessments. Support is mostly concentrated on the supply side, requiring further investments on the demand side.
- iv. **Data, monitoring and evaluation:** There is a proliferation of livelihoods indicators that require some rationalization. Results in many areas are not captured well, in many cases, with each actor defining them differently. Often the targets in activities and outputs do not add up to sector objectives. There is a need for more consistency.
- v. **Role of infrastructure:** There is an overlap and inconsistency in the role of infrastructure support. It is either separated out in the municipal sector (Jordan) with no reference to jobs or social cohesion; it is used as a social cohesion strategy in Lebanon, and as a short-term employment strategy elsewhere. There must be more consistency on how this is accounted for in the different country plans.
- vi. **Long term sustainable livelihoods interventions:** There are significant gaps in long term sustainable livelihoods, employment and inclusive economic growth (Track C type interventions - see Fig. 1.2 below) interventions. Further investments are needed (longer term and policy support) in this area through working closely with governments, local and international investors and the private sector.

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- vii. Financing for jobs and livelihoods interventions:** Although there have been some improvements in the level of multiyear funding for the resilience pillar of the 3RP, more still needs to be done to raise levels of funding for livelihoods and economic opportunities' policy and programme work. More funding is required across all the six countries and should be easily accessed by all key implementing partners.
- viii. Livelihoods, Employability and Women's needs:** Approaches to support the employability of refugee and host community women remain ad hoc and clustered around informal employment (largely microfinance) and livelihoods programming is not systematic in ensuring that structures are in place to analyse and address women's barriers to employment. Data collected by UN Women in Jordan demonstrates the desire and wish of women – host community and refugee – to work, with the majority stating a preference to work outside the home over work within the home. Stigma and culture are cited as the most significant barriers preventing women from fulfilling their aspirations, followed by issues of transportation and child care. However, too frequently programming is based on outdated assumptions, that women do not want to work, or that it is culturally inappropriate for them to do so (in particular outside the home) and therefore is not tailored to meet the needs and wishes of working poor women.

Other key observations and challenges are as follows :

- **Unavailability of key institutions/local actors with capacity** to effectively implement livelihoods and economic opportunities Interventions. The huge needs have overstretched capacities of the local actors. It is quite difficult to in some countries to get a serious implementing partner(s).
- **Economic opportunities for host nationals vs. refugees/IDPs.** Expanding economic opportunities for host communities requires overcoming the many pre-existing challenges that have contributed to rising levels of unemployment as well as under employment and informality in the countries (which previous policies and strategies were largely ineffective in addressing).
- **Social tensions related to economic opportunities will remain a challenge.** Differential access to economic opportunities, whether as a consequence of employment in the private sector or donor funded activities, has been and will continue to be a source of potentially destabilizing social relations between host communities, Syrian refugees and IDPs.
- **Short-term versus sustainable jobs.** Achieving the political goal of creating 1.1 million jobs will require a more strategic and coordinated use of existing scattered, short-term and emergency employment initiatives, alongside the creation of sustainable economic opportunities.
- **Gender balance and equality.** Ensuring equality in opportunity will require a deeper understanding of the barriers to women's work, and specific programming to address these. This should include: promoting flexible

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and part-time work, providing stipends for affordable child care, providing safe and adequate transportation, working with communities to destigmatise women working, ensuring decent labour standards are adhered to, and ensuring protection systems are in place to report and act on work place harassment.

- ***Integration of the private sector into crisis response efforts.*** Although private sector involvement in crisis response is at the heart of the resilience-building narrative, there are not yet domestic or international mechanisms for effective integration of private sector partners into the crisis response.
- According to the UNDP-WFP-ILO Multi-Country Economic Opportunity (MCEOA) study, informal sectors in the host countries are relatively large, and employ large numbers of host nationals and refugees. There are few measures to safeguard decent work with adequate salaries. Working in the informal economy leaves workers open to exploitation, harassment, non-payment, low wages, and abuse. Work conditions in the informal economy can be exploitative and the pay insufficient to support a family.

Among others, priorities and plans for 2018 include increasing numbers of work permits, increasing employability, provision of short and /or long-term employment and fostering business environment for job creation, including concerted efforts to improve social cohesion and local conflict management.

04. ACCELERATING THE IMPROVEMENT OF SUSTAINABLE LIVELIHOODS AND ECONOMIC OPPORTUNITIES FOR SYRIAN REFUGEES AND HOST COMMUNITIES: RECOMMENDATIONS FOR THE UN AGENCIES NOW AND BEYOND 2018

Supporting livelihoods and economic opportunities in countries affected by the Syria crisis is a complex endeavour, as difficult to achieve as it is important. Local economies in affected countries face many economic and social challenges, including instability, export disruption, insufficient investments and access to finance, business regulatory constraints, weak/damaged infrastructure and underperforming micro, small and medium enterprises. The challenges described above, do worsen the situation.

Based on this, it is not surprising that the progress made in creating 1.1 million jobs promised at the London Conference is modest. However, it is well recognized that the creation of jobs, support to sustainable livelihoods and other economic opportunities will reduce fragility, support legitimacy and inclusive politics, and underpin justice and security in all affected countries, including Syria. More needs to be done, through building on current achievements both at the regional and country levels. Clearly a reinvigorated development coordination, private sector engagement, strengthening the nexus between humanitarian and development focused jobs and livelihoods interventions, and continued bold commitments from host nations and the international community are all paramount.

Below are some initial recommendations for both country and regional level implementation of livelihoods and economic opportunities policy and programmes in the six affected countries.

RECOMMENDATIONS - COUNTRY LEVEL

RECOMMENDATION 1

REVIEW CURRENT COUNTRY STRATEGIES, AND WHERE REQUIRED, DEVELOP ROBUST STRATEGIES FOR SUPPORTING LIVELIHOODS AND ECONOMIC OPPORTUNITIES

RECOMMENDATION 1a

ADOPT A REINVIGORATED APPROACH TO SUPPORTING SUSTAINABLE LIVELIHOODS AND ECONOMIC OPPORTUNITIES

Within the frames of the resilience agenda (i.e. linked to activities in other sectors), the Governments, the UN System and

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all other key stakeholders should agree on a collective outcome, approach and strategy to scale up the work on sustainable livelihoods and economic opportunities in their specific countries. Though aspirational, the key collective outcome should contribute to the jobs target set at the London Conference in 2016. Below is a suggested outcome that different countries can adapt to that end:

Collective Expected Outcome: *Increased resilience of populations affected by the Syrian crisis (refugees, IDPs, returnees, host communities) through the provision of jobs and sustainable livelihoods significantly contributing to the 1.1 million jobs target.*

The UN system's collective efforts in supporting livelihoods and economic opportunities has been assessed as being fragmented, small scale, unintegrated and therefore not benefitting from complementarities, synergies and the potential to operate at the scale required to sustainable livelihoods of the affected populations. The problem is not so much what to do (many working and promising approaches are already being implemented); rather it is how to move to scale in a sustainable way. This requires humanitarian and development actors working closely side by side and interactively at international, national and local levels, through joint assessments, joint planning, joint programmatic actions, strengthened linkages among interventions, and full exploitation of synergies and agencies' comparative advantages (**See Annex 1**). A revamped UN strategy at regional and/or country levels must seek to achieve the above, and in so doing make a significant contribution to the target of 1.1 million jobs/livelihoods.

In doing this, it is suggested that a ratio of 70:30 be applied as a minimum gender ratio – ensuring a target of at least 30% of all employment opportunities provided by the UN benefiting women. Annual stock taking will be undertaken to assess progress against this target.

Cognisant of national efforts to open-up labour markets to refugees and determined efforts to create new jobs for their own populations, a UN comprehensive approach should aim:

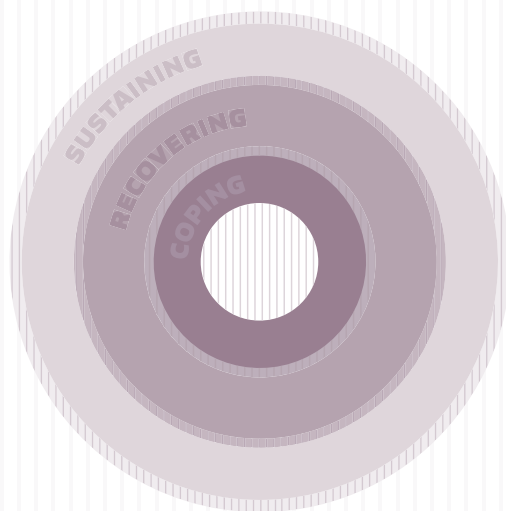
- a. At national levels, to improve regulation and the investment climate, and to support the realisation of access to external markets, and to concessional financing.
- b. Sub-nationally and locally, involve supporting public and private sector job creation through **both supply and demand side efforts**, including, for instance, identifying and implementing bankable infrastructure projects in areas of need that can attract international and local investment and generate jobs, and generating specialist and non-specialist employment skills. This also includes creation of emergency jobs and diversifying livelihoods systems at the household and community levels.

The overall approach to supporting sustainable livelihoods and economic opportunities should be guided by the resilience-based framework described below.

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Figure 1.1 Resilience based Development Approach



COPING

Local governance structures are strengthened to bolster livelihoods, housing, infrastructure and basic services to revitalization is kick-started.

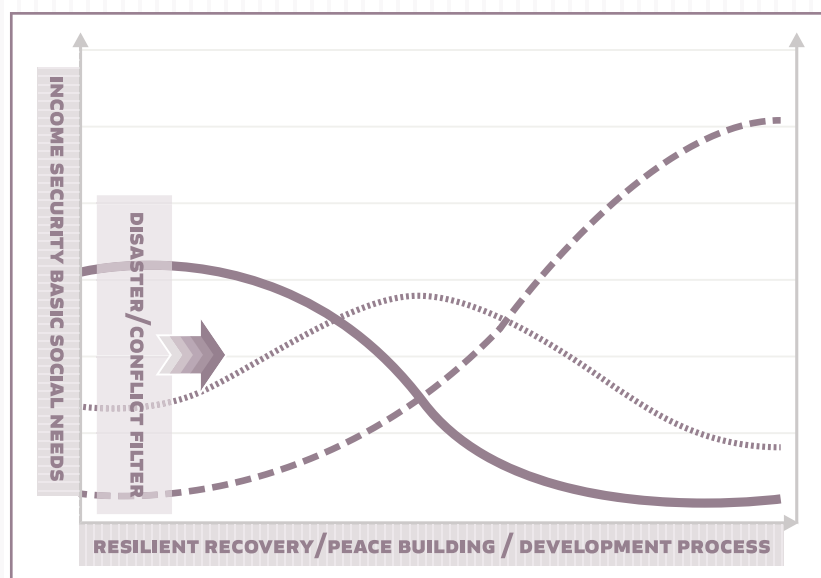
RECOVERING

Vulnerable households (including the internally displaced, refugees and affected host communities) are empowered to recover from the socio-economic impacts of crisis and displacement. This may include socio-economic support to local integration within host communities or reintegration into communities of origin (once conditions allows) support to RoLIS governance, social cohesion, housing, infrastructure, decent jobs, and livelihoods. Addressing recovery of local economies and local institutional building are key;

SUSTAINING

Policy and institutional frameworks are strengthened to address key barriers of job creation, sustainable livelihoods enhancement, including private sector development, establishment of a Sustainable Peace building architecture, etc

Figure 1.2: Three Track Approach



— TRACK I: STABILIZING / COPING TRACK II: RECOVERY - - - TRACK III: SUSTAINING

The resilience based development approach (Figure 1.1) is in line with the UN Post Conflict Policy on Employment Creation and Income Generation (2009) led by ILO and UNDP and endorsed by all UN agencies including the World Bank (Figure 1.2). In the Syria crisis context, the UN should adapt the following three track approach:

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Track A programming (Coping) responds to the urgent needs of crisis-affected groups with interventions to help stabilize livelihoods. **Track B programming** (Recovery) focuses on medium- to long-term local economic recovery, including interventions to boost sustainable employment, income generation, and re/integration (where required). **Track C programming** (Sustaining) focuses on long-term employment creation and inclusive economic growth. Interventions in Track C help to strengthen the national systems and policies that are needed in order to sustain the progress achieved in Tracks A and B. Interventions under the three tracks are complementary, and some of the activities in Tracks A, B, and C, such as skills training, are crosscutting. The programming content should vary in different countries and contexts.

The types of interventions that are typically associated with each track are shown in **Annex 2**.

The Three Track Approach should be seen as a contiguum: A tendency to focus exclusively on the short-term is almost inevitable in severe crisis or post-crisis areas /countries. The UN's experience, however, shows that programmes in all three tracks should start early—and ideally at the same time. Simultaneous and complementary policy and programming for all three tracks will ease the translation of initial emergency interventions into medium to longer term economic recovery and inclusive and sustainable growth. Whilst the strengthening of capacities, policies, institutions, and processes envisioned for Track C (similar to 'Sustaining') can take a substantial amount of time, so the earlier they start, the better for any country affected by the Syria crisis. The three tracks will gather pace at various stages of the recovery process, and their intensity will peak at different times, all starting at the same time but with different intensities as shown below in Figure 1.2.

Cross-cutting Programming principles for the three-track approach include the following: national ownership, capacity development, conflict prevention and social cohesion, gender equality and women's empowerment, youth (boys and girls), environmental sustainability, private sector involvement, participation, community empowerment, and partnerships.

RECOMMENDATION 1b

CONSIDER ARTICULATING PROGRAMMATIC ACTIVITIES ON SUSTAINABLE LIVELIHOODS AND ECONOMIC OPPORTUNITIES AROUND THE FOLLOWING STRATEGIC COMPONENTS"

Component 1. Integrated public works and/or cash for work, vocational training and MSME development programming through, for example, the graduation approach (UNHCR) for the extremely poor and through 3x6 (UNDP) for others with all agencies/partners participating according to their comparative advantage. Ensure that the short-term emergency employment interventions explicitly include skills training. This could also include long term community infrastructure development needs. The aim here is to integrate short term interventions (more public sector based) and link these with longer term more sustainable interventions (Tracks A+B).

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Component 2. Syrian and host population private sector (large, medium and small businesses) supported and linked to jobs for refugees, IDPs and host communities. Use integrated approaches to attract new investment, strengthen supply chains, market access, and improve human resources and skills. Public, Private, and Public-Private sector partnerships and international joint ventures are anticipated. (Tracks B + C).

Component 3. Enabling Business Environment (for Components 1 and 2) improved (Track C). This also includes:

- Policy reforms including reform of labour markets. Advocacy for policy changes. Joint analysis and planning/capacity assessments; Inter-agency common positions and messaging on national policy and institutional advice in areas of both humanitarian and long-term development.
- Knowledge Management, Information/Data Sharing, Communications, Networking, and Counselling Services being well established and effective;
- Effective Financial Instruments such as concessional financing in place and supported; including those recommended by the Addis Ababa Conference;

The proposed Components of the programme strategy for livelihoods and economic opportunities should ensure linkage to other sectors. They seek to address the challenges of integration, coordination, and synergy-building implemented at the country level with strategic guidance and support from the regional level, where required.

Each component can be elaborated in-country based on lessons learned and instructive practices in a particular country. Country context will also inform what can and/or cannot be done. The overall approach is to be more integrated at all levels including among local level interventions and policy change and to bring these together in both top-down and bottom up approaches. The goal is to achieve scale through systemic shifts while remaining pragmatic and practical. The three components mentioned above are inherently interactive and must be addressed as such during implementation. They are only separated out here for design and planning purposes.

RECOMMENDATION 1c

IDENTIFY COUNTRY SPECIFIC ENTRY POINTS FOR SCALED UP SUPPORT AND IMPACT OF LIVELIHOODS AND ECONOMIC OPPORTUNITIES WITHIN THE LARGER RESILIENCE BASED APPROACH/Framework

Country level programming in Syria and the five neighbouring countries would draw from the above approach and components, based on country contexts, build on current successes in the specific country, the country recommendations of the recent Jobs Make the Difference Report, and other national considerations.

Key entry points could therefore include the following:

- i. Scaling-up tested, impactful employment approaches, capitalizing on the value added of different UN agencies. Links to the UNDP 3x6, UN Women BUY FROM WOMEN, and the UNHCR /ILO Advocacy and Labour Markets Approaches are provided below as these could form important components of any joint initiative or Joint Programme: http://earlyrecovery.global/sites/default/files/3x6_toolkit_building_resilience_through_jobs_and_livelihoods.pdf; <http://www.unhcr.org/55005bc39.pdf>; and <http://www.unwomen.org/en/digital-library/publications/2017/3/buy-from-women-platform-brochure>.
- ii. Adapting/Adopting the recommendations of the Joint Multi-Country Economic Assessment for example:
 - a. **Integrating Short Term and Long Term needs** through linking short term employment to infrastructure development for longer term job creation;
 - b. **Financing and private sector engagement:** Better integration of country level and international private sector into discussions about meeting the London conference goals at regional and country-level; opportunities to support facilitation of international joint ventures in key areas such as bankable infrastructure projects in areas strained as a result of refugee influx;
 - c. **Inclusion and social cohesion risk management** (Creation of centres, or supporting/strengthening existing centres that function as “one-stop shops” for refugee inclusion, including providing information, training, and employment matching service); and,
 - d. **Data, monitoring & evaluation:** Supporting efforts to expand evidence base (systematic data collection, impact monitoring)
- iii. Supporting governments at the policy level, as well as building national capacities. This could include for example linking local agro-value chains that employs large numbers of women with external markets or linking existing private sector initiatives such as Connecting Business Initiative, BTCA, Cash transfers and ensuring tax benefits on products that are made through certain “quota” systems.
- iv. Ongoing efforts towards harmonisation of practices such as Standard Operating Procedures (SOPs) for employment-intensive investments, proposed framework for core principles for employment services and job matching, (UNICEF/ILO joint TVET recommendations), etc.
- v. Pursuing Compacts that move to scale from immediate recovery to sustainable employment, with full Government participation.

RECOMMENDATION 2

SIGNIFICANTLY SCALE-UP LIVELIHOODS AND ECONOMIC OPPORTUNITIES INITIATIVES THAT CONTRIBUTE TO RESILIENCE BUILDING

Over the last five years, UN agencies, government and CSOs/NGOs have designed and implemented a number of interventions on livelihoods and economic opportunities. Some of them have failed, and others succeeded in improving the lives and livelihoods of refugees and host communities. A number of approaches have also been tried and tested in the region, with others adapted /adopted from elsewhere where UN agencies or CSOs/NGOs are working in similar environments.

Moving forward concerted efforts should be made to identify those livelihoods and economic opportunities interventions that can be scaled up to benefit large numbers of refugees and host communities linked closely to other resilience building interventions in a sustainable manner. Some of these may include:

- The UNHCR and ILO's approach to high level advocacy for legal frameworks and creation of enabling environments for refugees leading to provision of work and residential permits – linking up with development agencies to further strengthen access to labour markets. See also: high level advocacy UNHCR/ILO/UNDP white paper on "Finding a Future; Enhancing Sustainable Livelihoods for Syrian Refugees in Jordan: Perspectives and Policies for Jordan's Resilience, Stability and Development" http://www.ilo.org/wcmsp5/groups/public/---arabstates/-ro-beirut/documents/publication/wcms_480912.pdf
- The UNDP 3x6 Approach which focuses on linking short term employment creation through community initiatives (e.g. cash for work), introducing savings, to more sustainable livelihoods through micro business development based on savings. The 3 organising principles being -inclusiveness, ownership and sustainability; and the six steps being – enrolment, rapid income generation, savings, joint venturing, investing and expanding markets; http://earlyrecovery.global/sites/default/files/3x6_toolkit_building_resilience_through_jobs_and_livelihoods.pdf
- UN Women's 'LEAP' employment hubs model which brings together three building blocks to provide a wholistic package of support to promote empowerment and resilience – livelihoods (short term and longer term), protection and leadership; UN Women's Buy from Women platform which creates digital platforms to enhance cooperation between small producers and procurement relationships between female producers and buyers.
- ILO's Employment Intensive Infrastructure Programme (EIIP) designed to respond to emergency job creation needs, using long term value chain/local economic development approach;
- FAO's Farmer Field Schools - typically working at multiple scales to build human, financial and social capital of farmers, for example by helping strengthen producer organizations and by contributing to greater organizational capacity along the entire value chain – from financing, post-harvest processing and marketing, to investments, or;

IMPROVING LIVELIHOODS AND ECONOMIC OPPORTUNITIES FOR SYRIAN REFUGEES AND HOST COMMUNITIES:

Countries: Egypt, Iraq, Jordan, Lebanon, and Turkey

- WFP's Food Assistance for Assets increasing access to labour opportunities, building and rehabilitating assets and building capacities.

There are many other tried and tested interventions that can be scaled up to increase employability of refugees and host community members, provide short and/or long-term job opportunities, and foster the business environment for job creation.

RECOMMENDATION 3

SUPPORTING AND/OR PILOTING PROMISING APPROACHES ON LIVELIHOODS AND ECONOMIC OPPORTUNITIES

Increased access to livelihoods and jobs for both refugees and vulnerable host communities continues to be perhaps the single most positive and pressing way in which the response to the Syria crisis could be moved towards a more sustainable footing. **The earlier mentioned Multi-Country Economic Opportunities Assessment** study conducted in partnership with UNDP, ILO and WFP identified challenges and promising approaches. These approaches should be closely reviewed at the regional and the country levels, and efforts made to adapt and/or adopt them for implementation. Some promising approaches are outlined in Box 1 as a recommendation for support and piloting in order to diversify livelihoods and expand economic opportunities for Syrian refugees and host communities.

Box 1: Promising Approaches

Improved access to Work and Livelihoods Opportunities for Syrian refugees

- Greater access to work for refugees. In **Turkey** and **Jordan**, significant number of work permits for the Syrian refugees have been issued during 2016.
- Expand and facilitate access to information for Syrian refugees. In **Jordan**, ILO awareness campaign with UNHCR contributed to a more than tripling of permits in the agricultural sector.

Facilitate Syrian refugee networks and NGOs. In **Egypt**, there is a Syrian Business Association. These associations enable Syrians to support each other in livelihoods such as employment opportunities and vocational training.

- Identification of sectors with potential for employability. Lebanon has identified three sectors where temporary employment for Syrians can be further explored: agriculture, infrastructure and environment.

IMPROVING LIVELIHOODS AND ECONOMIC OPPORTUNITIES FOR SYRIAN REFUGEES AND HOST COMMUNITIES:

Countries: Egypt, Iraq, Jordan, Lebanon, and Turkey

- Delivery of some social services for Syrians by Syrians in a host country. Syrian medical professionals and teachers are allowed to provide services to other Syrians in **Turkey**.
- Include Syrian refugees and host populations as explicit beneficiaries in the response programming. In **Lebanon**, programmes run by the Government and NGOs offer the same services to both Syrian refugees and nationals that live in the communities.

Economic and business revitalization & inclusive job creation

- Support expanded access to European Union markets. The “Rules of Origin” deal signed between **Jordan** and the European Union represents a great example of a “development solution” to a crisis problem and a new trend on how the international community can promote investments in **Jordan** and support employment for Syrians and Jordanians.
- Encourage local production and use of direct procurement. Many partners across the 3RP countries source the large majority of their needs from the local market.
- Support Syrians to start large businesses and SMEs, and facilitate access to available industrial infrastructure. Approximately 500 Syrian workshops and small factories operating informally in El Obour Industrial city in **Egypt**, employing both Syrians and Egyptians.
- Facilitate Syrian private investment. Syrian capital counted for nearly 15 per cent of all new foreign capital in **Jordan** in both 2013 and 2014. In addition, in **Egypt**, Syrian investors have invested some USD 800 million in capital.

Preserving Human Capital

- There are also forward-looking **social protection and education-related investments in the human assets of future generations** affected by the Syrian crisis (education, skills, knowledge, health), required to ensure future sustainable livelihoods and economic opportunities for today's children, and supporting social cohesion today in the host countries. The Jordan School Meals programme, the Emergency Lebanese National Poverty Targeting Program (NPTP), etc.

RECOMMENDATION 4

IMPROVE PRIVATE SECTOR ENGAGEMENT -SUPPORT TO MSMES, BDS INCLUDING BUSINESS LINKAGES, TECHNOLOGY DEVELOPMENT, AND SUPPORT TO INNOVATION

Set up platforms to engage the private sector: Governments and UN agencies should make concerted efforts to set up platforms for engagement of the private sector in the country. This is a platform for information exchange, planning and overall dialogue on private sector engagement and support to crisis recovery and resilience.

Allow Syrians to start both large businesses and SMEs, and facilitate access to available industrial infrastructure: In spite of a diversity of challenges, Syrian businesses have demonstrated that they can succeed and contribute to their host nations' economies if given the opportunity. Syrians can invest capital, provide technical expertise, boost new sectors, and hire Syrians as well as host nationals. Few countries have made concerted attempts to attract, retain and support Syrians who would like to relocate their businesses. Helping Syrian businesses could be a boon to all host countries.

Building the skills of refugees is important; building the capacity of private sector companies to appreciate and value these skills is also crucial: the vast majority of companies in the targeted countries have limited human resources capacity. Business owners do not have a clear view of the set of competencies they need to fulfil their business strategies, or of how to recruit and retain the needed workforce. Private sector development interventions on the demand side of the labour market could ensure that skills formation efforts do not go to waste. Innovative approaches include jointly tackling bottlenecks to improved productivity and work conditions, towards improved skills utilization. There is scope for models piloted in the region (in Jordan, in particular) to be replicated as part of the refugee response, emphasizing direct interventions with business owners and their representatives.

Contract with refugees, IDPs and host communities for needed services (Syria): Humanitarian and development agencies can encourage local businesses through use of direct procurement. Local procurement contributes to the revival and recovery of enterprises, as humanitarian agencies have a substantial demand for goods and services. Working closely with representatives of targeted communities, in addition to the leadership of those communities, is essential to ensuring that the entire community benefits from these types of approaches. This may not support Syrian refugees in many countries, however, given restrictions in some sectors on refugees working. It is recommended to support sectors where employment of refugees does not compete with host communities (e.g., agricultural and construction projects in Lebanon).

RECOMMENDATION 5

DISCUSS AND AGREE ON SPECIFIC GUIDING PRINCIPLES FOR IMPROVED LIVELIHOODS AND ECONOMIC OPPORTUNITIES WITHIN THE BROADER RESILIENCE AGENDA OF THE 3RP

UN agencies' mandates differ and often their operating procedures too. Bringing UN agencies as well as a number of other partners together around common objectives is both a challenge and a strength. The different policy environments and country contexts add yet another complicating dimension. Despite this, in implementing the strategy for livelihoods and economic opportunities, a few guiding principles may help to further enhance the synergies, complementarities, success in scaling up and impact of expanded economic opportunities and livelihoods in the countries affected by the Syrian crisis.

Below are a few guiding principles that can be adapted in different country contexts to define the way partners work and deliver together in 2018 onwards, within the broader resilience agenda of the 3RP.

Partners working on livelihoods and economic opportunities may commit to:

- i. **Set collective outcomes and indicators to better measure results.** It is highly recommended that each country livelihood sector agrees on a shared problem definition, and sets collective outcome(s) (perhaps even an impact statement) for livelihoods and economic opportunities, to go beyond the activity level focus. It is also recommended that partners agree on the definition of indicators for resilience and livelihoods (going beyond incomes only). 3RP partners in Lebanon and Turkey have each developed a joint monitoring and evaluation (M&E) framework for the whole response. Although process-oriented and requiring extra sessions for discussions, an M&E Framework has shown to enhance coordination and to better visualize (both for internal and external partners) where the response is heading. An M&E Framework may create extra space for joint initiatives, to scale up existing initiatives, adopting mutually reinforcing activities, and the like.

Collection of data for results must ensure that all livelihoods data is and can be disaggregated by sex. Monitoring of UN supported livelihoods and economic opportunities for compliance with decent labour standards can not be overemphasised in the region.

- ii. **Strengthening humanitarian and development nexus for livelihoods interventions.** This will involve advocating for major shifts needed and to facilitate the necessary interagency coordination to transcend the humanitarian-development divide in supporting livelihoods and economic opportunities, including:
 - a. A new approach to livelihoods and economic opportunities strategic planning through joint development-humanitarian assessments, analysis, and multi-year planning and programming for collective outcomes on livelihoods. In particular, this includes strengthening multi-stakeholder collaboration and national and local government capacity building to improve and harmonize the data and evidence base on jobs and livelihoods, to inform policies and programmes in countries;

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Countries: Egypt, Iraq, Jordan, Lebanon, and Turkey

- b. Localized solutions, including collaboration with local governments/authorities, civil society and the private sector to implement and scale up solutions that work for livelihoods and economic opportunities, and ensure that jobs and livelihoods are included in local-level plans, programmes and budgets; and,
 - c. A new approach to flexible additional and multi-year financing.
- iii. **Strengthen national ownership and leadership**, e.g. strengthening systems capacity, aligning programmes with national plans and priorities and linking with national/local institutions and delivery systems; involving national/local authorities in design, implementation and monitoring of livelihoods and economic opportunities initiatives will be key.
- iv. **Seek efficiency and harmonization**. A robust livelihoods coalition means minimizing the costs of interventions and maximizing efficiency. It also means avoiding parallel delivery mechanisms, instead using common delivery mechanisms and procedures.
- v. **Demand driven livelihoods interventions**. Support has so far been mainly concentrated on the supply side (e.g. vocational training); further investments should be made on the demand side (job placement etc.). Similarly, the livelihoods mapping undertaken by the 3RP Joint Secretariat showed significant gaps in Track C and therefore further investments are needed on longer term and policy support. Market assessments for goods and services should form the foundation for demand driven livelihood interventions.
- vi. **Ensure international support is provided to livelihoods and economic opportunities that meet decent work and labour standards**. Given the scope for exploitation of refugees and IDPs, the collective aim of the governments, international community, UN agencies, NGOs/CSOs and the private sector should be jobs/ livelihoods interventions that allow people and communities to move out of poverty – and for this benchmarking and close monitoring of the types of employment opportunities created (and fostered through private sector engagement) will be needed. Jobs and livelihoods interventions should adhere to respect of the fundamental rights of the human person as well as the rights of refugee /IDP/host community workers in terms of conditions of work safety and remuneration, respect for the physical and mental integrity of these workers in the exercise of his/her employment.

Despite the complexities in creating jobs and sustainable livelihoods, UN agencies and partners must ensure that refugees, IDPs and host community members access opportunities for work that are productive and deliver a fair income, security in the workplace and social protection for families, better prospects for personal development and social integration, freedom for people to express their concerns, organize and participate in the decisions that affect their lives and equality of opportunity and treatment for all women and men.

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Countries: Egypt, Iraq, Jordan, Lebanon, and Turkey

- vii. **Aim for sustainability.** Programming for sustainability requires national and local ownership, capacity development of stakeholders, complementarity of short-term interventions with long-term goals, and uninterrupted funding until sustainable local and national systems are in place. Livelihoods interventions need to therefore aim for sustainability, e.g. by ensuring that results are sustainable and consistent with the 2030 Agenda for Sustainable Development (including SDG responsive UNDAF guidelines) while respecting humanitarian principles.
- viii. **Be coherent and comprehensive.** Effective livelihoods and economic opportunities programmes are based on sound assessments that provide a realistic understanding of the socioeconomic environment and the root causes of crisis. These programmes involve structured coordination among all stakeholders, building on the comparative advantages of each one agency. They are also linked to national frameworks, plans, and strategies. Key livelihoods blocks /capitals (financial, physical, social, natural, political and human) should be analysed and programmes monitored on the level of contributions to livelihoods capitals. In addition, it is important to have a common understanding of standards (i.e. decent work, but also protection standards as they apply to refugees).
- ix. **Do no harm.** Effective livelihoods and economic opportunities programmes should avoid the potential pitfall of inadvertently harming individuals, communities, society, the environment, or the economy. Such harm can occur, for example, when a surge in aid flows causes an appreciation of the real exchange rate, discouraging investment in employment-intensive exports, and when international partners compete for local staff, distorting private-sector wage levels and slowing the recovery of government institutions.
- x. **Be conflict-sensitive.** Effective programmes should carefully avoid creating and/or reinforcing causes of conflict. The analysis and continuous monitoring of livelihoods and economic opportunities programme impact, and the root causes of conflict, are integral components of effective programming in both crisis and post-crisis situations. Ensuring that all interventions are conflict sensitive, with social cohesion being a key component of each livelihoods policy and programme intervention is an imperative.
- xi. **Be disaster- and climate-risk-sensitive.** Effective livelihoods and economic opportunities programmes in disaster-prone areas will operate through a disaster risk reduction lens to ensure (1) that the livelihoods interventions do not per se contribute to disasters or have negative impacts; and (2) that concerted efforts are made to safeguard recovery and development gains. Investing in disaster-risk-sensitive income generation and employment programmes has the potential to save lives and livelihoods while reducing the costs of disaster response, protecting developing economies, and safeguarding critical infrastructure.

- xii. **Promote gender equality and women's empowerment.** Experience shows that crises usually have disproportionate effects on women and girls. Although some changes in gender roles during a crisis can empower women, the social foundation for gender relations tends to remain largely unchanged, and gender-based violence and discrimination can intensify. Gender disaggregation of information in livelihoods programming is essential in both assessment and monitoring. Both women's and men's efforts to build new social and economic relationships are likely to require support.

RECOMMENDATION 6

DISCUSS AND AGREE ON WHAT AND HOW TO MEASURE JOBS AND LIVELIHOODS

A common understanding of terms and concepts is important to better measure what is achieved. There are differences in how UN agencies and also governments define and measure jobs and livelihoods.

A **job** is understood as a position of regular employment—a package of duties that an employee is hired to perform. **Employment** is a relationship between an employer and an employee in which the employee provides labour on a regular basis in exchange for a salary, wages, or another form of compensation. Self-employment is a situation in which a person works for him- or herself, for example in the form of a micro or small business. The concept of **livelihoods** is much broader, comprising all the ways that people bring together their assets, capabilities, and activities to support themselves and their families or communities. In addition to the generation of income, livelihoods encompass any reliable ways that people access food, shelter, health care, education, safe water and sanitation, security, and protection.

A **sustainable livelihood** can recover from shocks and stresses, and maintain or enhance its capabilities and assets, without undermining the natural resource base. It is economically effective, socially equitable, and ecologically sound.

As people build and sustain their livelihoods, they combine and use various assets. These **livelihood assets** are often categorized into six types: human, social, natural, physical, financial, and political. **Human assets** include education, skills, knowledge, health, and the ability to work; **social assets** involve interpersonal relationships and networks; **natural assets** are stocks and services of natural resources, ranging from soil, water, and air to biodiversity and nutrient cycling; **physical assets** include infrastructure, tools, and equipment; **financial assets** are those with cash value; and **political assets** involve access to and participation in the wider institutions of society. Some assets fall into multiple categories, depending on how they contribute to a livelihood. Land that can be either cultivated or sold, for example, is both a natural and a financial asset.

As shown in Figure 1.3, jobs/employment and self-employment form a subset of the productive activities that contribute to the larger concept of livelihoods.

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Figure 1.3: The relationship between jobs/employment and livelihoods.

On Livelihoods: Based on the understanding of terms and concepts, the livelihoods building blocks, ILO conceptual framework on jobs/employment, the various dimensions of livelihoods including jobs, assets, capabilities and activities and the contribution to poverty reduction, inclusiveness of growth, sustainability and resilience, livelihoods measurement is multidimensional.

On Jobs (as a subset of livelihoods): The measurement of our contribution should be based on an analysis of how our policy and programmes have enabled the creation of jobs for people, especially women and youth, as employees, employers, own-account workers, member of producer's cooperatives or workers not classified by status.

Programmes/projects should also consider people with informal jobs, that is those whose employment relationship is, in law or in practice, not subject to national labour legislation, income taxation, social protection or entitlement to certain employment benefits (advance notice of dismissal, severance pay, paid annual or sick leave, etc.). This could be the majority of the jobs that programmes and projects will create, hence it will be important to distinguish different country situations/country typologies.

RECOMMENDATION 7

SUPPORT EFFORTS TO EXPAND THE EVIDENCE BASE FOR IMPACTFUL LIVELIHOODS AND ECONOMIC OPPORTUNITIES

The integrated crisis response is now six years old, however, the collection and sharing of data relevant to economic opportunities (e.g. on the skills and experience of Syrian refugees and IDPs, the labour market needs of communities hosting the Syrian refugees and IDPs, the types of activities that are effective and should be considered for scaling up) have so far not been systematic. The need for coordinated analysis and regional engagement focused on economic opportunity cannot be over-emphasized. **The Jobs Makes the Difference/Economic Opportunities Assessment was a first.** This report was designed to initiate a conversation about how host governments, international actors and private sector partners could learn from existing experiences across the region to support job creation efforts. Subsequent and more targeted research, is needed to help guide effective policy and programming. Co-ordinating host government, international and potentially private sector data collection and analysis is therefore necessary for maximising the efficacy of limited financing.

Countries should consider non-standard rapid data collection tools (e.g. mobile phone data collection platforms) to allow the rapid collection and dissemination of relevant data. One may rely on community based organisations to collect the data in conflict areas. The information/data should be used to inform effective policy and programming for impactful livelihoods and economic opportunities interventions, that are scalable and sustainable in the short and long terms.

RECOMMENDATION 8

REVIEW, AND WHERE REQUIRED, STRENGTHEN LIVELIHOODS AND SOCIAL COHESION WORKING GROUPS/PLATFORMS ACROSS COUNTRIES ENSURING LINKAGES TO OTHER SECTORS/CLUSTERS

The Livelihoods and Social Cohesion Working Groups form a key platform for collaboration, joint assessment, joint planning, coordination and information sharing and joint monitoring of livelihoods and economic opportunities interventions in a specific country. While these working groups appear to be fully operational in some of the countries, there is need to urgently revamp and strengthen these working groups. This might include review of the Terms of Reference of the working groups, developing a livelihoods and economic opportunities strategy for the country in line with national plans and priorities, developing an agreed workplan, operational procedures, effective ways of linking sector activities with other sectors such as food security, education, protection, etc, implementing mechanisms, M&E frameworks, and lastly - ensuring relevant and designated human resources to lead and contribute to the group's work.

The recommendations contained herein this document should be reviewed and where possible implemented by the working groups. Whichever agency or agencies are co-chairing a working group must show full commitment to ensuring that this

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Countries: Egypt, Iraq, Jordan, Lebanon, and Turkey

platform serves to expand economic opportunities and livelihoods of refugees and host communities. **An effective working group should ensure synergy and complementarity of UN, government and CSO/NGO interventions on livelihoods and economic opportunities.**

Annex 3 is a matrix with description of the Livelihoods Sector Working Groups in the five countries.

RECOMMENDATION 9

IF NOT IN EXISTENCE ALREADY, DEVELOP AND OPERATIONALISE A JOINED-UP M&E FRAMEWORK FOR THE SECTOR LINKED TO BROADER RESILIENCE AGENDA OF THE 3RP.

As noted under previous recommendations, coming together to discuss how to bring about change in the long run, and finding consensus around common outcomes (higher level results) statements, are likely to enhance coordination and see a more integrated response at the country level. Within the call for a New Way of Working (NWoW) it is increasingly important to look beyond the immediate results of activities (how many kits distributed, how many women and men trained, etc.) and consider longer term results, such as skills and capacities developed, an enabling policy environment, institutional and behavioural changes, and how peoples' lives have been changed for the better.

To strengthen the monitoring and evaluation of the 3RP response, 3RP partners in Lebanon and Turkey have each developed a joint monitoring and evaluation (M&E) framework for the whole response. Although process-oriented and requiring extra sessions for discussions, these M&E frameworks have shown to enhance coordination and to better visualize (both for internal and external partners) where the response is heading. An M&E framework may create extra space for joint initiatives; to scale up existing initiatives, and; to adopt mutually reinforcing activities. The data/information generated from an M&E framework, if adequately disseminated and used, will improve decision making and implementation performance of the sector.

A good practice is to bring onboard a senior M&E Adviser to facilitate the process of developing and implementing the M&E framework. The costs of the Adviser can be shared between the agencies, as was done in Turkey.

RECOMMENDATIONS - REGIONAL LEVEL

RECOMMENDATION 10

PROVISION OF HIGH LEVEL TECHNICAL, POLICY AND PROGRAMME SUPPORT TO COUNTRIES AFFECTED BY THE SYRIA CRISIS, WHERE REQUIRED

Some countries require high level technical, policy and programme support in order to implement the recommendations outlined above, and hence make better progress in contributing to achievement of 1.1 million jobs by 2018.

The 3RP Secretariat or a Sub Team of the Secretariat that focuses on livelihoods and economic opportunities should ensure availability of this capacity at regional level. In particular, experts on employment, sustainable livelihoods, value chain development, business development, infrastructure rehabilitation and macroeconomists should be available to support the countries in need of this expertise at any one time. While it may not be feasible to have the full human resource capacity at any one time, the 3RP Joint Secretariat could establish a roster of consultants from the region. These experts could be deployed where required to support the livelihoods and economic opportunities portfolio in the countries where this is required.

Key agencies such as ILO, UNDP, FAO, WFP, UN Women and others should be able to avail experts from their regional or Headquarters Offices to support where there is need in a particular country.

RECOMMENDATION 11

FACILITATE COUNTRY SPECIFIC REVIEWS OF LIVELIHOODS AND ECONOMIC OPPORTUNITIES AND MAKE SPECIFIC COUNTRY RECOMMENDATIONS FOR SCALING UP THE JOBS AND LIVELIHOODS

Since country contexts differ including capacities on jobs and livelihoods, countries should be encouraged to review current ongoing interventions on livelihoods and economic opportunities, and make specific recommendations on how to scale up jobs and livelihoods specific to that country. This is an important exercise which will inform policy and programming interventions on livelihoods and economic opportunities moving forward.

RECOMMENDATION 12

IMPROVED MULTI-COUNTRY /SOUTH-SOUTH COLLABORATION ON LIVELIHOODS AND ECONOMIC OPPORTUNITIES

In an effort to build on peer-to-peer learning, bilateral **technical assistance missions** between the programme countries and others should be facilitated by the regional secretariat in the context of south-south cooperation. Multi-country /South-South Collaboration will serve to share good practices that a country may have developed, e.g. as regards addressing the issue of work permits, addressing the barriers for women's economic empowerment, linking macro-micro interventions, scaling up interventions on livelihoods and economic opportunities, etc. In addition to supporting meetings and the sharing of experiences among programme countries in a multi-country context. Synergies could be sought with existing regional processes and fora that programme countries are a part of, such as Trade Negotiation Platforms with the EU.

Such missions /South-South cooperation interventions will improve the design, implementation and monitoring of livelihoods and jobs programmes across countries affected by the Syria crisis.

RECOMMENDATION 13

ESTABLISH A ROBUST MECHANISM FOR JOINT MONITORING, EVALUATION AND REPORTING ON LIVELIHOODS AND ECONOMIC OPPORTUNITIES

Monitoring is a critical component of policy and programming on livelihoods and economic opportunities. At the regional level, as part of the broader 3RP work, UN agencies should either strengthen or form a Monitoring and Evaluation Task Force to conduct periodic monitoring activities to ensure progress in the implementation of livelihoods and economic opportunities, support knowledge management and global outreach and advocacy at national, regional and global levels. This could be done as part of the 3RP as a whole but with expertise on livelihoods and economic opportunities availed in the M & E Task Team.

Joint monitoring visits could be undertaken to collect data to track progress on the activities, outputs and outcome levels, to review the advancement of the implementation of the livelihoods and economic opportunities with a focus on the mechanisms involved in the integration, synergistic and complementarity of interventions.

Specific objectives of the monitoring missions could be to:

- Collect data and review the operational management process, results of main activities, project performance progress towards achieving outputs and outcomes, as well as existing monitoring, communication & coordination mechanisms;

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Countries: Egypt, Iraq, Jordan, Lebanon, and Turkey

- Analyze overall coherence, complementarity and scaling up mechanisms across the Programme outputs and their combined contribution to achieving the expected outputs and outcomes as well as factors contributing or impeding achievement of the outcomes in the country;
- Propose recommendations to ensure the livelihoods sector achieves expected impact and outcomes, including suggestions on reinforcing the livelihoods sector Results Framework, Monitoring & Evaluation Mechanisms, Risk Matrix, Partnership Strategies, and Communication;
- Identify best practices and lessons learnt and suggest recommendations for programme expansion.

RECOMMENDATION 14

IMPROVED RESOURCE MOBILISATION, IN PARTICULAR, IN SUPPORT OF COUNTRY LEVEL INTERVENTIONS

Through the 3RP and outside it as well, concerted efforts should be made to support countries in resource mobilization for livelihoods and economic opportunities interventions. This should also include reaching out to non-traditional donors including private sector foundations. Livelihoods and economic opportunities Ambassadors or champions could also be identified from a number of celebrities to better profile the UN and international community's work on expanding livelihoods and economic opportunities for Syrian refugees and host communities.

IMPROVING LIVELIHOODS AND ECONOMIC OPPORTUNITIES FOR SYRIAN REFUGEES AND HOST COMMUNITIES:

Countries: Egypt, Iraq, Jordan, Lebanon, and Turkey

5. CONCLUSION

This is working paper that can be periodically updated and its recommendations tracked and implemented over the next one to two years. The set of recommendations are for both countries and regional level entities responsible for supporting governments to scale up interventions on livelihoods and economic opportunities.

While many of the recommendations will be familiar to UN agencies and their partners, and even in some cases included in the workplans, the contexts differ in each and every country in the region. Therefore, countries will have to focus on those recommendations that may be specific to their situation.

However, there are recommendations that are important across countries, such as engagement of the private sector, scaling up interventions on jobs and livelihoods, following guiding and operational principles specific to a country, improving multi country /south south collaboration on jobs and livelihoods, and applying approaches such as the three-track approach for employment creation, income generation and re/integration , piloting and scaling up promising approaches (see recommendations from the Jobs Make the Difference Report), etc. These recommendations are important to review and consider in each country context.

Within the 3RP, Livelihoods sector is referred to as Livelihoods and Social Cohesion Sector. This is an important consideration especially in situations where jobs are scarce and host communities may consider refugees as grabbing their jobs, or where returnees will increase. The UN agencies, governments and other partners should link interventions on jobs and livelihoods to the support provided on social cohesion and peace building.

Overall, as can be gleaned from this working paper, more has been done on jobs and livelihoods but even more needs to be done, despite challenges such as domestic political dynamics that may limit the reforms required for employment creation, reduced economic growth in countries affected by the Syria crisis, persistent challenges in integrating the private sector, lack of capacities of implementing partners etc. So far, clearly, progress in creating the 1.1 million jobs is still modest. However, UN agencies, governments and all stakeholders should be inspired by the fact that in a region threatened by instability, the creation of decent work can reduce fragility, support legitimate and inclusive politics, and underpin justice and security. So the overall impact of interventions on livelihoods and economic opportunities goes beyond just the support provided to a refugee or host community member but whole society and nation.

As has been highlighted in the Jobs Make the Difference Report, 'Achieving the ambitious goal of 1.1 million jobs will require reinvigorated development coordination, private sector engagement, interaction of development and humanitarian assistance efforts, and bold commitments from both host nations and international actors'. If fully implemented, the recommendations in this working paper will immensely contribute to the achievement of this goal.

ANNEX 1: SUMMARY OF UN AGENCIES COMPARATIVE ADVANTAGES



FOOD AND AGRICULTURE
ORGANIZATION
OF THE UNITED NATIONS

FOOD AND AGRICULTURE ORGANISATION - FAO:

"Promotion of sustainable livelihoods and employment opportunities" constitutes one of four pillars / focus areas of FAO's Sub-regional strategy and action plan for the countries affected by the Syria crisis. This includes support to integrated homestead/family farming (i.e. horticulture, poultry and small ruminant production and promotion of micro-irrigation), promotion of income-generation activities such as household and community-based agro-processing and produce marketing (i.e. cottage and micro-industries), improvement of agriculture value chains (post-harvest management, food processing and preservation and marketing), agriculture-related vocational training and, livelihoods' diversification.

UN-HABITAT:



For UN-Habitat, strengthening municipal resilience will be achieved in particular by improving municipal finance, i.e. raising endogenous resources and therefore reducing donor dependence. The establishment of the Regional Technical Offices in Lebanon have proven to be effective towards empowering municipalities and unions of municipalities, strengthening their coping capacities, and enabling municipalities to learn how to do business in the future.

There is a strong complementarity with UNDP's work on municipalities, and a joint sub-regional municipality programme in the pipeline. UN-Habitat promotes and implements labour intensive infrastructure-related and affordable housing delivery modalities, which leverage where possible capital investment through bankable project design, directly connected to area based economic development plans. Interventions are grounded on an area-based, territorial-integrated approach to municipal resilience which also aims at informing the national policy response and at strengthening the long-term decentralization and core government development processes.

INTERNATIONAL LABOUR ORGANISATION - ILO:



ILO has adopted a development-focused and employment-driven strategy to support host communities and refugees. The ILO strategy builds on its core mandate to promote employment, social dialogue, social protection and rights at work through three key pillars: 1. Contributing to building the resilience of host communities and refugees by enhancing access to employment opportunities and livelihoods; 2. Strengthening institutional capacities and coordination to eliminate child labour, and; 3. Supporting evidence-based policy development to ensure an employment-rich national response, embedded in the principles of decent work. ILO's work on Governance and compliance is mainly about (a) the promotion of the right to work of refugees with a sound evidence base, (b) the building up of national and governorate level capacities to facilitate access of refugees to the labour market (work permits etc.); (c) improving compliance in the formal sector through social dialogue and enhanced inspection systems; (d) tackling

IMPROVING LIVELIHOODS AND ECONOMIC OPPORTUNITIES FOR SYRIAN REFUGEES AND HOST COMMUNITIES:

Countries: Egypt, Iraq, Jordan, Lebanon, and Turkey

child labour and forced labour in the informal economy. ILO's private sector and development of an enabling environment component supports the private sector to create jobs that will absorb both refugees and local job seekers.

INTERNATIONAL ORGANISATION FOR MIGRATION -IOM:



At the operational level, "access to sustainable livelihoods and employment" is one of IOM's four programmatic areas of work. IOM's efforts build on the positive coping and self-reliance capacities inherent to the displaced themselves, and in conjunction with the states and communities that host them. IOM has been focusing primarily on refugees living outside of camps. Support to date was concentrated on emergency basic needs assistance, food security, emergency case management, community services support, primary health care and education. IOM is in the process of expanding and developing its livelihoods program and approach, promoting employment and self-employment alternatives through skills enhancement, vocational training, on the job training and actual job placement. IOM's comparative advantage is to ensure that foreign workers are not left behind.

UNITED NATIONS HIGH COMMISSIONER FOR REFUGEES -UNHCR:



UNHCR's livelihoods strategy contains five key components: 1) Value chains (agricultural & rural development; artisanal markets and Information & Communication Technology), 2) Wage Employment, 3) Small and Micro Enterprises, 4) graduation approach, 5) private sector engagement. Key to informing livelihoods interventions are UNHCR's unique data sets (ProGres, RAIS) and knowledge on the refugees. Refugees bring skills, experience and qualifications with them when they flee their home. UNHCR helps to match these with appropriate market opportunities, and to update their skills to ensure that they are relevant (including through vocational training, job placement, certification of skills).

UNHCR helps refugee entrepreneurs and business owners to develop new livelihoods or re-start enterprises. When building businesses, many refugees are provided with start-up grants. UNHCR's "Graduation Approach" is a methodology used to address the multiple constraints of the extreme poor through a combination of sequenced, targeted, and time-bound livelihoods interventions including participant selection, assistance for basic needs, training, savings, and asset transfer for business start-ups or job placement.

UNITED NATIONS DEVELOPMENT PROGRAMME - UNDP:



UNDP is the lead development agency in the UNCT and chairs the UNDG. It implements more than 60 percent of the livelihoods programming both presented under the 3RP and the Humanitarian Response Plan for Syria (HRP) and has a depth of technical expertise in enabling sustainable livelihoods and economic opportunities. UNDP has been at the forefront of new initiatives, working with national and international partners and across the UN system to bring about a shift in approach towards strengthening resilience by addressing the humanitarian and development aspects of the crisis at the same time, in a coordinated fashion, through nationally-led responses. Core principles of UNDP's

IMPROVING LIVELIHOODS AND ECONOMIC OPPORTUNITIES FOR SYRIAN REFUGEES AND HOST COMMUNITIES:

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livelihoods programming include 1) working with national capacities for sustainability, 2) safeguarding social cohesion, 3) engaging the private sector, 4) promoting environmental sustainability, 5) achieving higher efficiency and impact through enhanced coordination.

In Syria, UNDP has adopted a conflict sensitive area based approach in planning and implementing its recovery projects, which allows for a wide participation of both IDPs and host communities. One of UNDP's demonstrated approaches is the "3x6" for sustainable employment generation, bridging short, medium and longer term development through savings. It has been tested and evaluated in several countries, including Jordan, and is suitable for adoption in different country contexts, supported by the global 3x6 toolkit. UNDP and ILO lead the implementation and piloting of the UN Post Conflict Policy on Employment, Income Generation and Re/Integration.

UNITED NATIONS CHILDREN'S FUND- UNICEF:



UNICEF's role in easing young people's transition into the world of work in MENA can be summarized in five key areas. The first area is related to UNICEF's work in health, nutrition, child protection, education, and social protection to prevent and reduce childhood deprivations, which lays the foundation for any youth development. The second area is UNICEF's contribution to youth employment and livelihoods within the education sphere, where in addition to the work on school enrolment covered under area one, UNICEF is working on life-skills education and TVET provision. The third area is social protection, part of which is under area one aiming at reducing overall child deprivation, but also in social protection policy development to advocate for better social protection coverage for youth in both private and public sector; in addition, areas for further focus are cash for work and employment guarantee schemes. The fourth area of work is related to UNICEF's role in direct livelihoods support via the Adolescent Development and Participation programme, which is promoting entrepreneurship amongst youth with seed funding, mentorship and guidance through innovation labs, linking youth with internships, and apprenticeship and volunteer opportunities. The fifth area of work is related to evidence generation, evidence-based advocacy and policy dialogue on youth unemployment.

WORLD FOOD PROGRAMME - WFP:



While maintaining a strong humanitarian response capacity, WFP recognizes that there is a pressing need to engage in activities which protect people's livelihoods assets, supporting them to rebuild livelihoods where possible and promote longer term resilience. Consequently, WFP is in the process of introducing programs which focus on protecting and restoring livelihoods for moderately food insecure families in addition to continuing to provide life-saving relief to the most vulnerable and food insecure. Going forward, WFP also looks at further linking asset creation to national government needs, as part of its Vision 2020. WFP collects vast amounts of data through VAM (Vulnerability Analysis and Mapping) and the Comprehensive Food Security and Vulnerability Analysis (CFSVA). Hence, WFP's access to data is enormous. It can benefit others to plan and implement livelihoods interventions. WFP offers shared access and a common data pool for use by the wider international community including agencies, NGOs and donors - as an international public and humanitarian good. WFP has developed the "OneCard" platform, a tool consisting of a re-usable and re-loadable plastic prepaid card with a magnetic strip.

ANNEX 2: EXAMPLES OF TRACK A, B AND C INITIATIVES IN A JOBS AND LIVELIHOODS

TRACK	INTERVENTIONS
Track A: Livelihoods stabilization	<ol style="list-style-type: none"> Emergency employment creation: Cash-for-work, food-for-work, and community contracting for local employment in short-term activities prioritized by crisis-affected communities. Skills training linked to emergency employment Targeted self-employment support: Livelihood start-up grants and packages to reestablish or jumpstart micro or small enterprises. Infrastructure rehabilitation: Building or rebuilding infrastructure, especially community infrastructure, such as roads, bridges, water and sanitation systems, shelter, telecommunications, health facilities, schools, community centres, and irrigation and drainage systems. Debris/solid waste management
Track B: Local economic recovery for medium- to long-term employment, income generation, and reintegration	<ol style="list-style-type: none"> Demand driven Vocational and skills training and placement: Technical and vocational training, apprenticeships, job placement services, and self-employment support. Inclusive private sector development: Support for inclusive market development, inclusive financial sector development, and business development services; Conditional cash transfers: Support for local/national programmes of cash transfers to targeted households on the condition that household members take measures to advance their own development, such as sending children to school and accessing maternal and child health care services. Capacity development of CSOs, local authorities and other stakeholders on local economic recovery/development
Track C: Long-term employment creation and inclusive economic growth	<ol style="list-style-type: none"> Support to macroeconomic and fiscal policies, active labour market policies and labour law and investment policies; support for employment generating sectoral policies; Trade /investment policies Support for financial sector and business development services; Promotion of labour-related institutions that enhance employability, social protection and other aspects of labour administration supported and vetted by social dialogue between tripartite constituents (government, employers and workers) and other relevant stakeholders.

