



Employment for Peace, Stability and Development



**Draft: Regional Strategy for the Horn of Africa
2011 - 2015**

"Whereas universal and lasting peace can be established only if it is based upon social justice; And whereas conditions of labour exist involving such injustice hardship and privation to large numbers of people as to produce unrest so great that the peace and harmony of the world are imperilled."

Preamble of the International Labour Organization Constitution, 1919

"Inspired by the noble purpose of promoting peace, security and stability, and eliminating the sources of conflict as well as preventing and resolving conflicts in the sub-region;..."

Preamble Agreement Establishing the Inter-Governmental Authority on Development, 1996

"Everyone is [...] aware that there can be no peace without development, as insecurity and violence feed on poverty, injustice and inequalities."

*Dr. Jean Ping, November 2010
Chairperson of the African Union Commission – Third Africa-Europe Summit, Tripoli*

"Employment and income generation are fundamental elements of the post-conflict solution. For communities and individuals, job creation and regular income can provide the means for survival and recovery. They are also keys to reaching out to young people and reintegrating ex-combatants and returnees. In short, generating employment is crucial for building peace."

*Ban Ki-Moon, June 2009
Foreword to UN Policy for Post-Conflict Employment Creation, Income Generation and Reintegration*

FOREWORD

The nations of the Horn of Africa are endowed with a dynamic, youthful and entrepreneurial population and an abundance of natural resources. And yet, for too many years, peoples of this region have been suffering from hunger, conflicts, poverty and growing inequalities.

The extent of decent work deficits in this region is well known. Unemployment, underemployment and informal work remain very high. Failing to address this reality could trigger even more turmoil and destabilization regionally and globally.

Many of the factors causing fragility and vulnerability in the Horn of Africa have a transnational dimension: ethnic identity, migration, pastoralism, climate change, terrorism, piracy to name a few.

The proposed strategy entitled “Employment for Peace, Stability and Development” seeks to adapt the Decent Work Agenda to the situation and conditions prevailing in this region. Speaking of productive and decent employment opportunities is to speak of a universal aspiration, a pressing social demand, an indispensable requirement in the lives of all peoples.

To achieve this goal in the Horn of Africa, our approach builds around a “Virtuous Triangle” of creating jobs, extending social protection and empowering peoples. Over the years, we have learned that the active involvement of local communities, youth and women is key to building a system of participative governance which in turn is indispensable to advance decent work and social justice.

The ILO Constitution of 1919 states that “universal and lasting peace can be established only if it is based upon social justice”. Decent work is part of a productive response to peace building, regional security and shared growth. It is the surest way of achieving social justice.

The peace dividends of a more stable, more prosperous Horn of Africa by far outstrip the collective investment into the proposed strategy. Let us work together towards promoting productive and decent employment in the Horn of Africa so as to restore peace and foster development, and to give the youth of that region a perspective in life and hope for the future.

Juan Somavia
ILO Director-General

I recall reading an article on employment and the most likely rewarding jobs of the future by one blogger who posited the thesis that answers to global challenges such as job creation, climate change and poverty, among the myriad, are to be discovered, not found in books. My humble understanding of the notion of 'discovery' is that the answers to many of our challenges are lying somewhere, all it takes is for someone to find them by 'doing something'. Doing, thrives, but is not limited to three basic skills that are necessary for success, namely:

- The ability to do critical thinking and problem solving;
- The ability to communicate; and
- The ability to collaborate.

This Conference on Employment for Peace, Stability and Development in the Horn of Africa between the stakeholders and the development partners seeks to respond to the challenge to win the future in the region through the instrumentality of Employment for Peace, Stability and Development by embracing and implementing, among others, the above-named skills and/or strategies. The environment in which they aspire to achieve their objective, I believe, has been deliberately chosen for the obvious challenges it presents to the citizens and governments of the region as it does to the international development partners it has to collaborate with. Conflict situations are complex; their different aspects need to be considered, particularly the root and proximate causes of their genesis, including their actual and potential triggers.

I am satisfied the partners and the stakeholders have done their due diligence in this regard. The concept paper on the Conference is comprehensive and correctly identifies the factors at play in the Horn of Africa – instability dynamic. For reasons of space I will not elaborate on each of them but flag them for lucidity. They are protracted conflicts; rebel groups, some of them state sponsored, pirates and terrorists; recurrent climate shocks; large rural population with high growth rates with long standing conflicts over control of natural resources; highly significant proportions of youth within all populations; economic migration: rural-urban and continued exodus from the region generating a high number of asylum seekers, refugees and IDPs within and outside the region and recurrence of humanitarian crisis.

These challenges are daunting, but not insurmountable. The "Virtuous Triangle" strategy adopted by the Conference as its central plank, is a hands-on approach, which while not being the panacea, is a promising entry point at which all the stakeholders can be rallied around with positive outcomes. Its three axes are worth mentioning:

- Creating employment opportunities
- Protecting the most vulnerable
- Empowering people and communities

Indeed the strategy, in my view, is a conflict prevention tool-box. However, for it to deliver, it requires each stakeholder to play its part. Governments must enact enabling laws and ensure their enforcement, they must build infrastructure and provide strategic guidance they consider necessary for the country's next step. This, of course must be done in through a consultative and collaborative process involving all stakeholders and vice versa. I am a firm believer in the critical role that governments have to play as "enablers" in any country's socioeconomic development. Equally too, the onus is on governments to prove to the people that they do deliver on their promises. This is an absolute imperative and all else will fall into place, as it were.

In conclusion I wish to seize this opportunity to appeal to governments to embrace science and technology as the tool for human development. Indeed an argument is made that technological skills constitute a new form of basic literacy for citizens' meaningful participation in society. Technology enables analysis and is also the delivery mechanism.

Ramtane Lamamra

Commissioner for Peace and Security of the African Union Commission

The Intergovernmental Authority on Development (IGAD) in Eastern Africa was created in 1996 to supersede the Intergovernmental Authority on Drought and Development (IGADD) which was founded in 1986 to combat the recurring severe droughts and other natural disasters that resulted in widespread famine, ecological degradation and economic hardship in the Eastern Africa region. Djibouti, Ethiopia, Kenya, Somalia, Sudan and Uganda - took action through the United Nations to establish the intergovernmental body for development and drought control in their region. In April 1995 in Addis Ababa, the Assembly of Heads of State and Government made a Declaration to revitalise IGADD and expand cooperation among member states. The Intergovernmental Authority on Development (IGAD), a revitalized IGADD, with expanded areas of regional cooperation and a new organisational structure, was launched by the IGAD Assembly of Heads of State and Government on 25 November 1996 in Djibouti, the Republic of Djibouti

The vision and mission of IGAD is to be the premier Regional Economic Community (REC) for achieving peace and sustainable development in the region through Promoting regional cooperation and integration to add value to Member States' efforts in achieving peace, security and prosperity.

To this end, the IGAD social development agenda is based on a human-centred approach that seeks to promote human rights and dignity. However, this aspiration is likely to be hampered unless the crisis facing the Sub-Region—reflected in, among others, conflict, high rate of HIV/AIDS and communicable disease, lack of basic infrastructure and social services, inadequate health care and services; poor access to basic education and training; high illiteracy rates; gender inequality; youth marginalisation; and migration and social instability in a number of Member States—is sufficiently addressed.

Employment creation has been identified as the key for fighting against poverty and the Regional Member States have placed employment creation at the centre of their countries' development strategies. Despite these efforts, the current employment problem remains severe and multidimensional as has been cited in the international organization's reports. Generally these reports show high rates of unemployment, underemployment, informal employment and working poverty that are relatively higher than those observed in other developing regions. Our regional unemployment problem is not only severe but it is also unevenly distributed across age and sex groups. However, due to the general underestimation of female unemployment, the gender gap in favour of women in most cases does not reflect the real situation of women in the labour force since women are generally engaged in the informal sector.

Cognizant of the importance of employment and its high degree of association with the regional peace and security, IGAD is seriously looking forward to participating with the ILO and AU Commission and contributing to the Regional Strategy entitled "Employment for Peace, Stability and Development." In this respect, IGAD and its partners call for a holistic and human-centred approach to employment issues as they cut across the Regional socio-economic fabric and stress the intra-and inter-sectoral coordination for development efforts with a view to alleviating poverty and improving the quality of life of our people, in particular the most vulnerable and marginalised. IGAD and its partners are not only concerned with the narrow quantitative indicators for economic growth and macro-economic stability but are also equally concerned with key issues related to equity and equality, livelihoods and human security.

Mahboub Maalim
IGAD Executive Secretary

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EXECUTIVE SUMMARY

The Horn of Africa is characterized by the challenges it presents both to those within the region and beyond. Fragile peace agreements, ongoing protracted conflicts, social unrest, localized instability in isolated areas, struggle over control of natural resources, where disenfranchisement provides a shelter for rebel groups, terrorist organizations and international criminality which has spawned high profile piracy attacks in the seas around the Horn. The economic migration from rural to urban areas and the continued exodus has been generating a high number of asylum seekers, refugees and IDPs within and outside the region. All such events further challenge security, social cohesion and development in and around the region, which is inhabited by a youthful, largely rural and rapidly growing population. Finally, the continued impact of climate change exacerbates underlying causes of conflict as the spectre of drought stalks the region continually. The situation impacts on the livelihoods of a vast number of people, as state funds are not sufficient for human development and social services or priming economic recovery activities.

With the Employment for Peace, Stability and Development Programme, the ILO recognizes the need to contribute to tackling, in partnership with IGAD, the African Union, the international community and local organisations, the root causes of crises in the region in a holistic manner - focusing on the reasons which create exodus and migration, livelihood vulnerability and fragile governance; paving the way for stability as a main condition for sustainable development. The Programme draws on ILO's unique institutional knowledge in workers' rights and related social protection and dialogue. When people are provided with concrete job opportunities they will less likely chose to emigrate or to be involved in conflict-related activities. With social protection, people can be assured there is support when crisis befalls their family. Social dialogue built on the need to involve all stakeholders in employment related development will add to the sense of inclusion and will foster good governance.

Taking advantage of its unique tripartite structure, the ILO will contribute to regional and local socio-economic recovery enabling long term development by providing conditions for decent employment opportunities, by enhancing capacities for implementation of innovative social protection schemes; and by building and improving governance institutions through strengthening of social dialogue. Moreover, ILO institutional knowledge of employment and labour related activities set within its experience working throughout the region provides a foundation for effective delivery of the Programme. The Programme will benefit from lessons on post conflict recovery gathered from ILO programmes across Africa and globally. Such experience has continued to add to the wide range of knowledge, techniques and tools guiding and contributing to the recovery activities of the Programme.

This strategy document serves as a conceptual umbrella for a comprehensive sub regional programme, which will then combine a series of more detailed and concrete project documents developed in collaboration with beneficiaries, partners and donors. It will be complemented by a series of project profiles that explain in practical and concrete terms how the strategy will be implemented at the local level. In line with the UN policy for post conflict employment creation, income generation and reintegration, the ILO, AU and IGAD strategy focuses on three axes of action for creating immediate employment opportunities and, at the same time, contributing to pave the way to peace, social justice and sustainable development. By means of a 'Virtuous Triangle' the three axes are:

- **Creating Employment Opportunities**

The strategy promotes employment opportunities through the increased use of local resources; labour-intensive infrastructure and environment protection related works. It will further contribute to reduce poverty and facilitate economic empowerment through livelihood diversification opportunities for communities affected by displacement and conflict with a particular emphasis on women and youth.

- **Protecting the most vulnerable**

The strategy will enhance the capacity to reduce vulnerability for those populations affected by the threat of complex situations in the region (conflict, natural disasters and acute climate change). It will adapt the concept of a wider social protection floor by building on existing coping strategies, community-based practices of mutuality, reciprocity and solidarity.

- **Empowering people and communities**

The strategy will contribute to, and support facilitation of, reconciliation processes and peace consolidation through enhanced social dialogue for strengthening social partners encompassing civil society.

It will strengthen civil society; enhance the involvement of local communities in transforming the world of work: seeking to eradicate inequalities, discrimination, restrictions on the freedom of association and related conditions deeply associated with the root of conflicts.

Through the **Employment for Peace, Stability and Development** Strategy the ILO and IGAD address the global concerns for the tense situation in the Horn of Africa by reinforcing employment led economic development, to dignity in work contributing to the achievement of the Millennium Development Goals and providing the basis for a sustainable development agenda.



1. BACKGROUND AND JUSTIFICATION

A regional approach for a regional problem

The Horn of Africa is characterized by the challenges it presents both to those living within the region and beyond. Pastoral conflicts, localized instability and insecurity in isolated, but vast, areas where disenfranchisement is an issue provide a shelter for rebel groups, terrorist organizations and international criminality which have spawned high profile piracy attacks in the seas around the Horn. All such events challenge security, social cohesion and development in the region and across and beyond its national borders. Natural hazards have always been with the region; it remains the epicentre of famine; a situation which is being exacerbated by environmental degradation. The region is suffering consequences, with disenfranchised rural areas being plagued by poverty and recurrent humanitarian crisis. Pastoralists compete for natural resources across state borders and the heightened prevalence of small arms has ensured that violence can escalate into wider conflict. Ethnic and family ties go across borders and cause friction within state borders contributing to the tensions of the Horn of Africa.

The various conflicts in the region also have a gender dimension. The region is one characterized by patriarchy which has traditionally fostered patterns of gender inequality. The conflicts have exacerbated gender inequality and the marginalization of women. Conflict and violence impacts both women and men, but affects them differently. The social changes brought about by war – including displacement – disrupt traditional gender roles and can profoundly affect women's and men's livelihoods strategies in the aftermath. Armed conflict may mean an individual's ability to make a living is compromised; but it may also have the effect of forcing people to learn new skills. Evidence from the field shows while conflict can allow women to take on work formerly considered to be exclusively reserved for men, men generally show less flexibility in post-conflict settings about accepting work usually done by women. Account is also taken of the fact youth are not a homogenous group. The roles of young men and women, boys and girls in conflict are different and the impact of the conflicts on these groups is differentiated.

Factors of instability in the Horn of Africa

Conflict

Importance of conflicts in the Horn of Africa "10 years ago, one third of the African continent was in active conflict. Today, these are concentrated in Somalia, Sudan and the Great Lakes areas"¹. A significant number of conflicts are active or on the brink of emergence in the region and generate major humanitarian crisis undermining the development of specific areas within the region. Terrorists and rebel groups as well as armed pastoralists operate in areas with little control from central government. Those seeking a voice have often turned to violence rather than raising their voice within defined structures. In a number of border areas, armed groups make their conflicts regional, which increase their impact and add to their complexity.

The level of smuggling in the region is an indicator of weak governance and rule of law in areas where low government control has also led to the proliferation of small arms and light weapons within communities. The Horn of Africa has been called one of the most armed regions in the world².

¹ AU Press Release N°140/2010, "AU commission outlines role in peace and security".

² SALW Proliferation Pressures, The Horn of Africa and EU Responses Darryl Whitehead Life & Peace Institute

Migration

With more than 800,000 refugees and more than 3 million IDPs (see figures below of displacement in the region³), the region is one where instability has led to forced migration. People, driven by economics, migrate outside the region and contribute to further instability, notably by using illegal channels of human trafficking. Moreover, the conflict in Somalia, and issues in Yemen, have increased links with terrorist activities globally and exacerbated wider security concerns since the Gulf of Aden is a much used illegal migration route.⁴

UNHCR Statistics on displacement in the region			
Countries	Refugees from	Refugees in	IDPs
DJIBOUTI	622	12,111	0
ERITREA	209,168	4,751	0
ETHIOPIA	62,889	121,886	0
KENYA	9,620	358,928	399,000
SOMALIA	678,309	1,815	1,550,000
SUDAN	368,195	186,292	1,034,140
UGANDA	7,554	127,345	446,300

Environmental degradation and climatic shocks

Arid and semi arid lands represent a significant part of the landscape of the Horn of Africa. Such lands are vulnerable to drought and suffer regularly from shortage of, and then excessive, rainfall. Three quarters of the people in the Horn of Africa live in rural areas⁵. For them, dependency on natural resource availability, climatic conditions and access to land and water are critical factors for their development, or otherwise their ability to build viable communities contributing to the state.

The Horn of Africa continues to be hit by climatic shocks. Such climatic shocks are factors in the perennial conflict affecting this, and the wider, region. Such conflicts tend to have both domestic and international dimensions to them, requiring a regional approach addressing root causes which, to re-enforce, tend to relate to access to land and to natural resources, and the ability to generate a livelihood from primary production.

The vulnerability of the poorest to climatic shocks in these fragile environments induces recurrent cycles of crises. Climatic variation and population growth will continue to challenge the most vulnerable and their dependency on natural resources for their livelihood if the response does not address the root causes.

³ As at January 2010 Source: <http://www.unhcr.org/pages/49e45a846.html>

⁴ * As of January 2010 Source: <http://www.unhcr.org/pages/49e45a846.html>

⁵ FAO / The elimination of food insecurity in the Horn of Africa / <http://www.fao.org/docrep/003/x8406e/x8406e01.htm>

According to UN data, 12 million pastoralists in the Horn of Africa suffer from the effects of drought. The traditional rules of the tribes and clans, mainly livestock keepers, often clash with the formal institutions of the state. Bound by ethnolinguistic ties rather than political boundaries, pastoralists cut across international borders and find themselves caught between state power and traditional lines of authority. Pastoralism, despite it being possibly the production system best adapted to the prevailing ecosystem, remains a way of living exposed to climatic factors. Its practices have been exploited by those seeking to foster conflict from outside the area. Attempts have been made to stop transhumance and make sedentary different people as a means of undermining cyclical resource conflict; but this causes further stress on natural resources and leaves people seeking alternative livelihoods. Formal social protection mechanisms have been unable to meet the needs of these people, and traditional practices have broken down in key areas under the sheer pressure of demands. This all tends towards exclusion and contributes to erode the efficiency of local coping mechanisms in a setting where people are already vulnerable and live below the poverty line.

Disenfranchised areas

The disenfranchised areas in the Horn of Africa are directly linked to the existing conflict or tension which undermines the level of control of the respective governments to fully deliver their mandate to serve the whole population. Without support from central government the disenfranchised people remain with a very low level of development and without full control of their own livelihood. When disenfranchisement impacts broadly, as with southern Somalia, such areas can become havens for various types of armed groups impacting on the broader region.

Poverty

Despite there being positive signs, the Horn of Africa is one of the poorest regions. All states in the Horn are ranked amongst the countries with low human development (HDI).

128	Kenya	157	Ethiopia
154	Sudan	NA	Eritrea
147	Djibouti	NA	Somalia
143	Uganda		

Unstable livelihoods

An estimated population of 15 to 18 million pastoralists live in the Horn of Africa and are perceived as among the poorest and the most vulnerable. Livestock diseases have compounded pastoralists' plight, as has continued cattle rustling across the borders of Kenya, Ethiopia, Sudan and Uganda. Cross-border clashes have had a profound impact on livelihood in affected areas⁷ and contribute to further destabilization of the region. While the resilience of pastoralists and the capacity to adapt to extreme environments has been successful in the past, people are now under regular crisis; pastoralist areas will continue to be marred by poverty, food insecurity and conflict unless innovative thinking is brought to bear on the underlying issues articulated here.

⁶ Source UNDP. <http://hdr.undp.org/en/statistics/>

⁷ Horn of Africa crisis report. December 2008

Population growth and the importance of youth

The current population in the Horn of Africa stands at approximately 214 million (IGAD countries and Eritrea). By 2050, experts estimate the population will more than double to 480 million people. The population pyramid in the region is composed of a significant proportion of youth; an age group prone to being drawn into conflict.

Continued population growth and the decreasing availability of natural resources constitute prime ingredients for conflict unless employment led economic growth is spurred. The availability of productive and decent work opportunities is critical for the growing young population if the fuelling of conflict is to be stemmed.

Account is taken of the fact that youth are not a homogenous group. The roles of young men and women, boys and girls in conflict are different and the impact of the conflicts on these groups is differentiated. The ILO regional approach considers these issues must be addressed seriously to break the cycle of recurrent crisis in the region. The distribution of the labour force in the Horn of Africa highlights the importance of agriculture, while the median age per country highlights the importance of youth. The inference is a need to focus on the rural population, maximizing the integration of youth into mainstream economic development. Within the programme, a key determinant for success is the creation of employment and the building of a career path youth can follow for peace-building in the region.

In synthesis the region is characterized by:

- Protracted conflicts;
- Existence of rebel groups;
- Recurrent climate shocks;
- Large rural population with high growth rate with long standing conflicts over control of natural resources;
- Highly significant proportion of youth within all populations;
- Economic migration: rural-urban and continued exodus from the region generating a high number of asylum seekers, refugees and IDPs within and outside the region;
- Recurrence of humanitarian crisis
- Latent potential for social unrest in stable countries;

Key labour and population trends in the Region

Sectors		Djibouti	Ethiopia	Eritrea	Kenya	Somalia	Sudan	Uganda
Population		0.724 mil.	85.2 mil.	5.6 mil.	39 mil.	9.8 mil.	41 mil.	32.3 mil.
Median Age		21.4 yrs	16.8 yrs	18.5 yrs	18.8 yrs	17.6 yrs	18.4 yrs	15 yrs
GDP composition by sector	Agriculture	3.2%	43.5%	17.3%	19.7%	65%	32.1%	22.5%
	Industry	14.9%	13.4%	23.2%	17.2%	10%	29.4%	25.1%
	Services	81.9%	43.1%	59.5%	62.1%	25%	38.5%	52.4%
Labour force by occupation	Agriculture	NA	85%	80%	75%	71%	80%	82%
	Industry & services	NA	15%	20%	25%	29%	20%	19%

Source: World Bank & CIA World Factbook 2009

Employment: an asset for Peace, Stability and Development⁸

Employment and self-employment enable conflict-affected men and women to establish sustainable livelihoods; employment is an essential peace building tool. Employment growth facilitates broad, inclusive, recovery and is of key importance in sustaining the reintegration of male and female ex-combatants and returnees. But rapid job growth does not just happen. Promoting employment growth is difficult in times of peace and even harder in post-conflict situations. Conflict destroys infrastructure, stalls private investment and trade, damages the social fabric, destroys jobs and drives down wages. Postconflict situations are also often characterized by the added burden of uncertainty and insecurity, including theft and looting. The “conflict economy” causes a deviation of public and private assets from their legitimate social and economic use, giving rise to illicit marketing and contracts. Community and government agencies cease providing safety nets and vital public services setting the stage for humanitarian disasters.

In this difficult setting, the strategy must promote more stable, inclusive and remunerative employment opportunities: jobs reducing unemployment and mitigating the regional and social disparities that often fuel conflict. Although aid funded labourintensive reconstruction can create abundant employment during the relief and recovery phases this quick fix is often unsustainable. Whilst these aid funded jobs help stabilize the immediate post-conflict situation and revive livelihoods, care must be taken to avoid negative effects on the local economy, in particular through transmission mechanisms affecting prices, wages and the efficient production and supply of goods and services. The main challenge for post-conflict employment policy is to affect the transition from aid supported

employment generation to sustainable, unsubsidized private and public sector job growth. In this regard, ILO’s ability to manage initial interventions and place them into the developmental context is critical. Working within its tripartite system, such an approach has skill transfers at its core to

⁸ Built on the UN Policy in Post-conflict employment creation, 2009, pag.15

support the sustainability of the overall approach. Employment is a mitigation strategy in conflict affected areas and will be developed to engage youth as alternatives to joining piracy, organised crime or militias. Employment for youth will be the backbone of the peace building strategy in areas affected by conflicts and organized crime.

The UN policy for post-conflict employment creation and reintegration

In post-conflict situations, employment is vital to short-term stability, reintegration, economic growth and sustainable peace. The United Nations policy for post conflict employment creation, income generation and reintegration (hereinafter UN Policy) contributes to a common understanding and approach to employment creation in post conflict settings: The policy was built around a set of guiding principles and programming guidelines designed to support programming at country level. The Policy aims to help scale up and to maximize the impact, coherence and efficiency of employment support provided to conflict-affected areas by United Nations programmes, funds and specialized agencies. Specific attention is given to the needs and capacities of conflict-affected groups, with particular attention to unemployed women and youth. Coherent and comprehensive strategies for peace building employment creation, income generation and reintegration programmes should always include the three concurrent tracks detailed here. While all three tracks promote employment, their focus is different: respectively stabilization, reintegration and long-term employment creation. Programme activities in the three tracks should be interlinked and all should have an early start up, preceded by pre-peace accord planning.

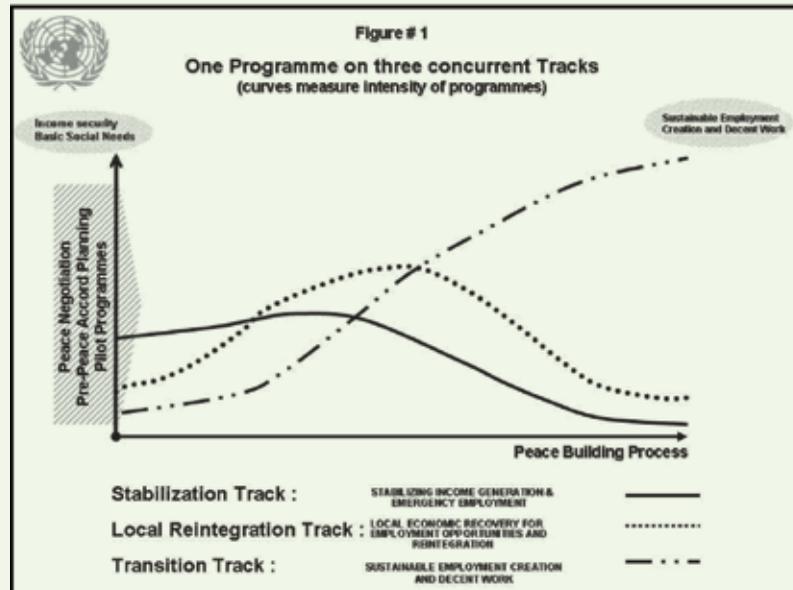
However, although programmes in all three tracks will start at the same time, and will be observed at every phase of the recovery, their intensity and duration will vary in response to the local situation.

The figure below illustrates the evolving priorities of the three main tracks of post-conflict employment programming, with each track aimed at a different peace building priority and a wider target group. Track A and track B are geared towards addressing the more urgent peace building issues, while track C supports the development of national capacities, strategies and policies to achieve sustainable solutions. Track C builds on the gains made in tracks A and B granting opportunity for those empowered initially to contribute to building the national systems.

Track A: Stabilizing income generation and emergency employment

Programmes in this track include emergency temporary jobs generated by cash-for-work and immediate public employment services. Basic livelihood and start-up grants (including direct cash aid) will also be significant. Short cycle skills training may also be needed as this aims to respond to an immediate demand for a specific skill lacking in the labour market; granting beneficiaries the ability to find employment quickly contributing to the first recovery efforts.

Track B: Local economic recovery for employment opportunities and reintegration



Key programmes in this track include capacity development of local governments and other local authorities and institutions (including customary institutions), providers of business services and other associations. Community driven development programmes comprising participatory investments in local socio-economic infrastructure, and social and productive programmes, and, lastly, local economic recovery programmes; developed in consultation with community groups, for the expansion of the private sector and direct employment support services such as financial development and microfinance programmes. Track C: Sustainable employment creation and decent work Key programmes in this track include support to micro- and macro-economic and fiscal policies to further activate labour market, labour law and investment policies supporting employment generating sectoral policies. Support for financial sector and business development services and promoting labour-related institutions enhancing employability, social protection and other aspects of labour administration.⁹ Humanitarian assistance continues to be strained with escalating demands being placed on appeals for support from the International Community. Climatic factors reduce the ability of people's coping mechanisms to meet their needs: their ability to recover from past shocks as the cycle becomes shorter is diminished. Apart from creating a system where conflict over natural resources and land is exacerbated, this situation causes further pressures resulting in economic migration in terms of rural-urban drifts and international movements of, invariably, the doubly disadvantaged who will often be exploited when in transit as well as in their new setting. The ILO had a primary involvement in the development of the UN Policy, which was also an opportunity to analyse ILO involvement in post conflict scenarios. Key lessons on employment and job creation the ILO has learnt from postcrisis situations are¹⁰:

- 1) Employment creation and income generation should be central to the reconstruction and recovery process because they help reduce poverty and eliminate inequality; often delineated as the drivers of conflict
- 2) Employment within wider livelihoods programming is a fundamental and must be a significant factor in assessment, planning and design process;

⁹ United Nations Policy for Post-conflict employment creation, income generation and reintegration,

¹⁰ ILO's Role in Conflict and Disaster Settings, 2010: Guides and Toolkit

3) Employment creation programmes must:

- Address simultaneously stabilization, community reintegration and the creation of an enabling environment;
- Develop a response package that promotes socioeconomic reintegration and addresses the demand and supply side issues of job creation

BOX 3.1 ILO Strategy for Inclusive Programme Cycle Management

The ILO Decent Work Programme (DWP) approach articulates ILO constituents' and other stakeholders' input into the attainment of Decent Work. The DWP approach is a strategic, results-based framework, within which the constituents assent to work in partnership with the ILO and other development partners towards achieving the desired goal of Decent Work. A DWP is based on problem analysis and national development strategies leading to identification of priority areas of co-operation between ILO, its social partners and other international development partners within the development framework of a specific country¹¹. The DWP expresses the best possible intersection between the external factors driving employment and employment led economic development, constituent priorities and ILO's mandate and strategic objectives. In the context of the Employment for Peace, Stability and Development Strategy, the themes identified at the country level address key areas of transnational importance. This integrates peace building and consolidation with the relevant development priorities. The decent work approach will be shared with all key development stakeholders to influence their agenda and their approach for implementation on programmes related to work and employment within crisis and conflict situations. The DWP approach is a means to grant wider opportunity for people to become involved in the process of development by being part of the consultative process shaping programming for employment related work.

Lastly, most important from ILO perspective is:

Interventions must be coordinated and integrated among all actors involved in livelihood recovery to have the maximum impact. The inclusion of government and civil society representing all those involved with employment related development is critical to achieving sustainability.

BOX 3.2 ILO Implementation Strategy

“One UN” principle will be maximized. Through the DWP approach ILO supports UNDAF or similar frameworks in each of the countries targeted by the regional approach. The ILO has defined its support to the UN global strategy to enhance technical cooperation between the various UN agencies and to ensure that ILO principles and expertise will benefit the whole UN body. In all cases, the Millennium Development Goals underpin strategic approaches and plans. See annex UNDAF in the Horn of Africa

Technical collaboration with other UN agencies will be provided to develop combination of technical expertise for better delivery. The ILO, as a United Nations specialized agency, has natural partnerships in the region with key UN sister organizations such as UN Habitat, FAO, UNHCR, UNDP, UNOPS, UNICEF, IOM and Regional organisations such as IGAD. Employment is on top of the agenda for numerous donors and the ILO will technically backstop UN agencies able to implement projects related to employment, within the frame of their mandate and capacity.

¹¹There is work to develop a DWP for the East African Community and the underlying tenets and principles are employed to build this programme

2. THE STRATEGY: EMPLOYMENT FOR PEACE, STABILITY AND DEVELOPMENT

This strategy for Employment for Peace serves as a conceptual umbrella for a comprehensive sub regional programme for the Horn of Africa, which will combine a series of more detailed and concrete project documents developed in collaboration with IGAD, the AU, the beneficiaries, partner agencies and donors on the basis of desk reviews, field assessments and lessons learned from ongoing and closed projects in the region and elsewhere.

In summary, the development objective of the programme will aim at **Contributing to realize social justice, peace and development in the Horn of Africa**, by creating immediate employment opportunities and social cohesion and, at the same time, contributing to pave the way to peace, stability and sustainable development addressing the underlying causes of conflicts associated with employment and livelihood deprivation.

Programme objectives

The programme objectives will be developed along three main axes of action corresponding to both the tracks of the UN policy and the above mentioned virtuous triangle (consisting of opportunity, protection and empowerment).

- **Employment opportunities created**

The programme will promote employment opportunities through a multifaceted combination of activities and projects benefiting from various areas of ILO expertise aiming at achieving concrete short, medium and long term results along the three simultaneous axes of action.

- Livelihoods will be diversified on the basis of market demand so they can create sustainable long term decent jobs. It will also include the increased use of local resources;

The programme will create immediate employment opportunities (peace dividends) through various approaches:

- labour-intensive infrastructure and environment protection related works,
- training and skills opportunities for women, youth and populations vulnerable to displacement for reducing poverty as root causes of conflict ,
- Entrepreneurship and cooperatives development.

On a macro level the programme will support:

- Local, national and regional labour, employment and trade-related policies will be developed/ adapted to promote and enhance decent work – specifically focusing on youth employment.
- Both demand and supply sides of the market will be stimulated in key strategic sectors with higher potential for rapid development.

• The most vulnerable protected

The programme will enhance the capacity to reduce vulnerability and adapt the concept of a universal Social Protection Floor¹² by building on existing, community-based practices of mutuality, reciprocity and solidarity.

Programme recipient countries and local governments will receive capacity building and support to enhance their capacity to reduce vulnerability and “design” Social Protection Floor for the most vulnerable population by building on existing practices. The concept of Social Protection Floor¹³ will be adapted to local conditions, namely through the strengthening and modernization of community-based systems of mutuality, reciprocity and solidarity.

The programme will establish concrete, coordinated and effective ways of channelling the results of the Social Protection Floor to the vulnerable while ensuring they have progressive access to employment services and opportunities.

In developing the social Protection floor, the link between social protection and employment services is fundamental and has a threefold effect: firstly ensuring people remain in good health and well nourished and keep their means of sustaining their livelihoods; allow them to be *employable*; and thus leading to *inclusive growth*

- Community funds for self investment and crisis response, will be established by building/enhancing capacity to develop and manage community funds
- Micro-insurance schemes will be developed through cooperatives, community funds, local authorities and micro finance institutions
- Conditional cash and non cash-transfer for the most vulnerable people through the extension of government and development of community associations
- Prevention and protection programmes against child labour and child trafficking will be supported

• People and communities empowered

The programme will support governance through a bottom-up approach with enhanced social dialogue, a strengthened civil society and community involvement in employment led economic development.

¹² Having recognized the importance of ensuring social protection for all, the United Nations System Chief Executives Board for Coordination (UNCEB) adopted, in April 2009, the Social Protection Floor initiative, as one of the nine UN joint initiatives to cope with the effects of the economic crisis¹². The initiative is co-led by the ILO and the WHO and formally involves a group of collaborating agencies including: FAO, the IMF, OHCHR, the UN Regional Commissions, UNAIDS, UN-DESA, UNDP, UNESCO, UNFPA, UN-HABITAT, UNHCR, UNICEF, UNODC, UNRWA, WFP, WMO and the World Bank

¹³ The UN Social Protection Floor (SPF) Initiative, co-led by the ILO and the WHO promotes universal access to essential social transfers and services. For more information see <http://www.ilo.org/gimi/gess/ShowTheme.do?tid=1321>

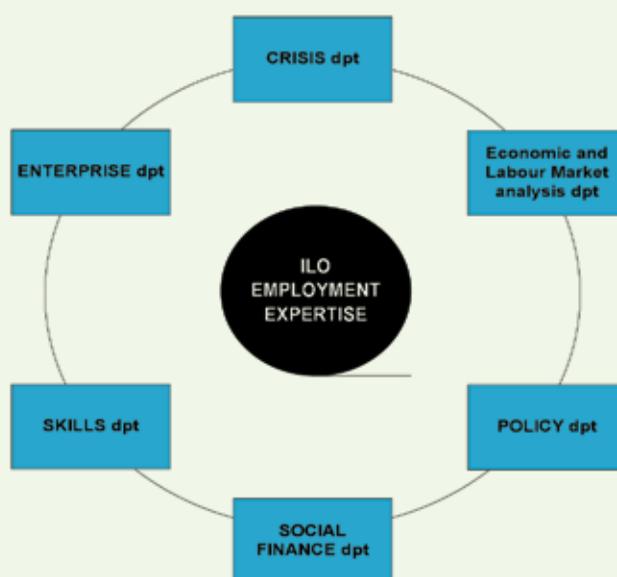
- Governance will be improved through social dialogue allowing wider participation of civil society organisations (also from conflict affected areas) and private sector to decision making processes.
- Extended social dialogue plays a key role in achieving the ILO's objective of promoting opportunities for women and men to obtain decent and productive work with conditions of freedom, equality, security and human dignity.
- Organizational development will be strengthened, in particular at community-level, with the aim of enhancing the economic, commercial and financial functions. Such work will also enhance the social service delivery capacity as well as the societal role of existing local organizations and institutions. This includes the formulation of all forms of associations in order to enhance voice, representation and bargaining power of their members.

Delivery in practice

The underpinning need for the region is the creation of decent job opportunities. In order to maximize impact and quality of delivery, ILO's unique expertise on employment and labour issues will be linked to the programme management and the implementing partners on the field.

Equally important to the fulfilment of this strategy is the ILO mandate and distinctive capacity in social protection, social dialogue and local governance.

The ILO will support IGAD, as the Horn of Africa is characterized by the dynamism of cross border issues and IGAD has a key role on peace and security to be supported by ILO capacity and expertise within its mandate. IGAD's role is seen as critical throughout the Programme and is specifically stated here because of the empowerment aspect where IGAD is granting a forum for initiatives at the regional level whilst promoting the local level interventions for tangible benefits to accrue to people and communities set out in this strategy



ILO expertise in specific technical areas ¹⁴

¹⁴ EIIP is also an integral area for ILO technical expertise

Employment Intensive Investment Programme (EIIP) of the ILO works with all stakeholders to ensure infrastructure investments create higher levels of productive employment. This, in turn, leads to the improvement of access to basic goods and services for the poor. Ensuring local participation throughout the project cycle and combining the utilization of locally available skills, technology, materials and appropriate work methods has proven to be an effective and economically viable approach to infrastructure works.

EIIP uses the infrastructure project cycle as a means of realising objectives of employment creation and promoting good governance by starting with local level planning (within wider frameworks when these are available), through implementation using labour-based technologies and small scale contracting and ending with appropriate maintenance.

LED/LER: Creation of employment opportunities for conflict affected areas need to be fostered through a local economic recovery/development process. Local economic recovery plays a key role in building consensus, healing damaged social fabrics and contributes to reconciliation processes through an inclusive economic approach and a particular attention to the most vulnerable. Local labour markets and local economies require an important national and international political consensus to use them to generate opportunities for recovery. This to be achieved through employment creation from all the investments of relief to recovery and reconstruction; recovery must be founded on best use of local resources and not simple expediency, reinforcing the development dynamic at every opportunity.

Promotion of social economy organizations and enterprises, such as cooperatives, collective enterprises, mutual assistance groups, local micro-finance and micro-insurance institutions, community-based associations, are particularly appropriate in post-crisis situations playing a key role in mitigating future crises whilst also becoming key groupings to respond to any future shocks. In addition, social economy organizations play an important role in strengthening local governance structures.

Link with the private sector. In disenfranchised areas, there is a great opportunity to use the business community as a financial and business lever to support the development of the local economy either for investment purposes

Diversification of skills for conflict affected people with appropriate and innovative technology inputs.

Green jobs will be prioritized. Environmental degradation in the Horn of Africa and global climate change challenge numerous livelihood groups and contributes to the cycle of conflicts in the region. Pastoralists are amongst the most vulnerable to recurrent drought and competition for natural resources.

Coordinated and efficient ways of channelling the Social Protection Floors to the vulnerable while ensuring that they have progressive access to employment services and opportunities will be introduced. Decision makers and major stakeholders will be strengthened to conduct rapid SPF assessments, while national and local consensus will be facilitated on processes of SPF components (as for instance cash transfers). Moreover, existing institutions will be empowered to better coordinate and deliver SPF benefits. Finally, a monitoring & evaluation system will be developed to monitor the impact of the SPF on poor and vulnerable households in the Horn of Africa.

Geographic coverage

Based on its experience in the region and the technical capacities available, the Programme will focus on the epicentres of instability in the region in order to complement existing work addressing underlying issues continuing to give cause for concern to all actors in the Horn. This covers areas where people perceive themselves as disenfranchised.

Collaborating agencies and partners

As stated throughout this strategy, IGAD is to play a key political, management, advocacy, facilitating and coordinating role. The IGAD has set up a 'Peace and Security Division' with primary areas of work: Conflict Prevention, Management and Resolution (CPMR); Political Affairs; Humanitarian Affairs. The division co-ordinates two institutions based in Addis Ababa: The ICPAT (IGAD Capacity Building Programme against Terrorism) and the CEWARN (Early Warning and Early Response Mechanism). The long-term goal is to ensure peace and stability prevails for economic development in the region.

IGAD's section on social development is responsible for regional employment, migration, youth and social protection as well as health and gender. IGAD will engage with ILO and focus on community security to strengthen the partnership with UNICEF, UNDP and UN Women.

Working with displaced people will be done in close collaboration and partnership with UNHCR and IOM.

Activities developed in rural livelihood will be done with FAO's technical expertise.

The local governance activities are part of the security approach to conflict prevention and will be done in close partnership with the AU Peace and Security Department and UNDP.

3. NEXT STEPS

This strategy document serves as a conceptual umbrella for a series of more detailed and concrete project documents developed in collaboration with beneficiaries, partners and donors. Currently the ILO is delivering programmes across the region. The strategy defined here complements and builds on this programming. It draws on the expertise and knowledge developed meeting gaps clearly identified in terms of realising objectives defined by state, UN and regional actor strategies.

Work is underway to build on the core competences of all partners for the operational element delivering this strategy. Parallel to the conference of April 11 and 12th 2011, building on current work, the ILO will present a menu of interventions set within this strategic framework.

ABBREVIATIONS AND ACRONYMS

ASIST	Advisory Support, Information Services and Training
CEMED	Centres for Employment and Micro Economic Development
CEWARN	Early Warning and Early Response Mechanism
CPMR	Conflict Prevention, Management, and Resolution
DWP	Decent Work Programme
EIIP	Employment Intensive Investment Programme
FAO	Food and Agricultural Organization
GIS	Geographic Information System
ICPAT IGAD	Capacity Building Programme Against Terrorism
IDPs	Internally Displaced Persons
IFI	International Finance Institutions
IGAD	Inter Governmental Authority for Development
ILO	International Labour Organization
IOM	International Organization for Migration
SALW	Small arms and light weapons
UN	United Nations
UNCT	UN country team
UNDAF	United Nations Development Assistance Framework
UNDP	United Nations Development Programme
UNHCR	United Nations High Commissioner for Refugees
UNICEF	United Nations International Children’s Emergency Fund
UNSAS	United Nations Strategic Assistance to Somalia
UNSG	United Nations Secretary-General

Box 2 Key Target Groups

Youth are at risk of becoming victims of, or participants in, armed violence and recruits in to conflicts. Youth constitute a large portion of the population in the Horn of Africa; the demographic incline towards youth is evident. These youth aspire to acquire favourable and fair jobs to achieve sustainable livelihoods. The assumption is that through adequate employment opportunities and decent work, youth have less incentive to participate in armed violence. The Programme will target youth as they are a key determinant of peace and stability.

Women will be targeted with the strategic objectives of promoting gender equality and enhancing their role as peace builders by enhancing their role in local communities as actors of peace, stability and development. Involving women effectively in the economy, in extended social dialogue and in leadership translates into involving more than half of the population in the development process. Empowering women in the area affected by regular conflicts will contribute to livelihood diversification reducing the natural resource based conflict. Moreover, empowering members of the community less engaged in violence will contribute to decreasing the level of hostility and encourage 'trade for peace' where women can drive links between, often, warring factions as they see the net benefits of peace to develop trade.

Children will be targeted through the objective to eradicate the worst forms of child labour. ILO has continuously worked on gathering data on child labour but notes gaps even in the better developed surveys. Initial emphasis will be placed on the quality data to drive programming and support renewed advocacy processes across the region to eradicate the worst forms of child labour. Projects already running will provide the basis for extended interventions into geographic areas currently not receiving such positive attention.

Disabled persons in need of specific training and specific start up kits will be targeted to ensure they are able to meet their own needs whenever possible. Drawing on lessons learned from other conflict settings disabled persons will be engaged in ILO business training and the most talented will be supported with funded business plans.

Populations vulnerable to displacement (IDPs, Refugees, and Migrants) are usually affected by poverty, unstable livelihoods and conflict. The approach will address the roots causes of displacement in order to decrease crisis related migration flow.