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Rethinking Youth Employment Coordination in East Africa

Hopolang Phororo

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Preface

Youth employment continues to be one of the greatest challenges that the world faces. The weakening of the global recovery in 2012 and 2013 has exacerbated the problem resulting in a global youth unemployment rate of 12.6 per cent and 73 million young people estimated to be unemployed in 2013. Even though, the youth unemployment rates have been low in Sub-Saharan Africa, this has been linked to high levels of poverty suggesting that working is a necessity for most young people. Many are forced to work in low paying jobs, long hours and with few or no benefits and protection. Governments and development partners recognize the need for concerted action to avoid events associated with the Arab Spring in 2011.

Youth employment is a national priority in Africa and several efforts are on-going to address the challenge. These include the creation of enabling policy environments; youth employment mainstreamed in national development frameworks; resources allocated to address youth employment; establishment of institutions addressing youth employment; and the development and implementation of youth employment interventions. However, these efforts have not been well coordinated, which has resulted in the inefficient use of limited resources; overlaps and duplication; and a failure to exploit untapped potential for synergies and cooperation. The importance of coordination cannot be overemphasized and increasingly more Governments in East Africa recognize the need to coordinate employment and are requesting for examples of good models.

The paper makes a case for better coordination of youth employment interventions given that youth employment is a cross-cutting issue that requires a multi-stakeholder approach. It is a complex problem that has no clear answers and no single entity has the resources or the authority to address the issue on its own. The fact that coordination has been equated with the establishment of a Ministry or agency dealing with employment or youth has failed to take into account that national development and policy frameworks can also be considered as coordination elements. The paper examines the coordination of youth employment in selected East Africa countries and discusses the strengths and weaknesses. The Republic of Korea and Burkina Faso models on employment coordination are presented for comparative purposes and their strengths and weaknesses are also highlighted. The need to rethink youth employment coordination is a theme that cuts through the paper given that current mechanisms seem to not have worked.

The proposed integrated model is posited on the collective impact approach, which is a commitment by a group of actors to a common agenda for solving youth employment and proposes that greater benefits will be realized when various coordination elements discussed are better aligned and synchronized. Collective impact initiatives require five components – common agenda, shared measurement, mutually reinforcing activities, continuous communication and backbone support. Roles and responsibilities for various actors are discussed in the final chapter.

The author is the Deputy Director of the ILO Dar es Salaam Country Office. Ms Hopolang Phororo was the Youth Employment Specialist in the ILO Regional Office in Addis Ababa from 2005 to 2009 and is currently a focal person for youth employment in the Office. The content of the paper reflects the views of the author.

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Director
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Acknowledgement

The coordination of youth employment or employment is a topic of great interest, which generates much discussion but limited information exists on how it can be best undertaken and on what does or does not work. This, together with the increasing number of requests for employment coordination models by Ministries of Labour in East Africa prompted me to write this paper and to propose a model. My hope is that this paper will provide a basis for us to revisit and rethink how employment can be better coordinated.

I am grateful for the guidance and support that I received in finalizing this paper from Mr Mpenga Kabundi, former ILO official; Mr Charles Dan, Special Representative of the ILO on Youth and Social Inclusion; Ms Annamarie Kiaga, United Nations Development Assistance Plan (UNDAP) Coordinator; Mr Michael Mwasikata, ILO Employment Specialist; Mr Diego Rei, ILO Youth Employment Specialist; Mr Jude Muzale, National Programme Coordinator; Ms Jane Maigua, National Programme Coordinator; Mr James Sackey, former World Bank official; Mr Sher Verick, ILO Employment Specialist; Ms Rei Vejs Kjelgaard, Deputy Director of the Regional Office for Europe and Central Asia; and Mr Griffin Nyirongo, former Economic Growth Advisor. Any errors or omissions found in this paper will remain to be my responsibility.

1. Introduction

In September 2006, about 2000 delegates, mostly young people from more than 100 countries convened at the Kenya International Conference Centre. His Excellency Mwai Kibaki, CHG, President of the Republic of Kenya inaugurated the Youth Employment Summit (YES), Kenya and the Deputy Prime Minister of Iraq, Honorable Dr. Salam, Al-zoba gave an inspiring opening address that set the tone for agencies and major international donors and private sector who participated in the Summit. This Summit opened the door for several tangible deliverables, including a 'State of the YES Campaign Report'; 45 YES Country Networks showcased; a foundation was laid for launching the YES Fund, a Global Fund for Youth Entrepreneurship; over 400 publications were presented and published and the Government of Kenya launched the Youth Employment Fund for promoting youth entrepreneurship. This was a historic time for East Africa, given that no such conference of this magnitude on youth employment had ever been convened.

Six years later in May 2012, a national youth employment meeting was convened, once again at the Kenya International Conference Centre but in a smaller breakaway room, since the number of youth invited was a fraction of those who had participated in 2006. During the discussions, a young woman asked for the floor and indicated that she had participated in the YES Kenya in 2006. She expressed her frustration that the same issues that were discussed six years ago were still being discussed and no clear results were shared on progress achieved to address youth employment since 2006. Instead, once again, as was the case in 2006, several young people had showcased their different efforts to address youth employment, which was commendable. However what still remained unclear to her was how they contributed to the broader outcome of reducing unemployment among young people. Her expectation was that during this meeting, participants would have been informed on the impact of the interventions to reduce the high youth unemployment rates and the ticks could be made on the 2006 action plans. Unfortunately, this had not been the case.

The observation made by the Kenyan young woman raises a number of issues, including the lack of a monitoring and evaluation framework; fragmented and small-scale youth employment interventions; and limited information sharing of results to address the youth employment challenge, which are directly or indirectly, related to poor coordination of youth employment interventions.

Africa has not suffered from limited action to address the youth employment challenge. It is one of the topics that has received much attention and visibility, namely as a theme in several discussions at global, continental, regional and national levels and numerous interventions have been developed and implemented. However, despite these efforts, their contribution towards reducing the youth employment rates remains unclear. Governments are increasingly under pressure to come up with lasting solutions to reduce youth unemployment rates and better coordination can contribute towards this goal. Without an effective and efficient coordination mechanism in place, it becomes impossible to track and account for the resources that have been invested to address the youth employment challenge. The discussion on employment coordination models is timely and necessary. In order to have a common understanding of what coordination entails from the onset, it is the consolidation of all the various efforts to address youth employment, so that the combined outcomes will have a greater impact on reducing youth unemployment rates versus the separate efforts, which will not have the intended impact.

This paper attempts to assess existing coordination models and come up with an alternate model. In the first chapter, the issue of youth employment as a challenge is discussed and this is followed in Chapter Two with a case being made for better youth employment coordination of the various interventions to result in effective impact, better utilization of financial resources, and improved alignment and harmonization of interventions. In the Third Chapter, the coordination of youth employment in selected East African countries and employment coordination models from the Republic of Korea and Burkina Faso are presented for comparative purposes. The strengths and weaknesses of the coordination approaches are discussed with the view of proposing a model. The Fourth chapter builds on the elements that are discussed in Chapter Three to identify and suggest a proposed youth employment coordination model that is premised on collective impact. The paper concludes with Chapter Five that proposes the different roles that the key actors can assume in the proposed youth employment coordination model.

2. The Youth Employment Challenge in Africa

Youth employment is a priority in many African countries and given its magnitude and complexity, it requires a deeper understanding of the causal factors to high unemployment and how to restructure the economy. No simple answers are available to solve the challenge of youth employment but high political will and commitment to tackle the issue at the highest levels is one step in the right direction. Amongst the several initiatives that are in place, increasingly more Presidents and Heads of State are addressing youth audiences and reviewing the proposals tabled by young people.

Since the 1990s, youth unemployment rates have hovered at about 11 per cent, then when the financial crisis hit and was accompanied by a sluggish recovery, the unemployment rates increased to almost 13 per cent in 2012 (ILO, 2013a) and this remains an issue of concern. Young people have been particularly affected by the downturn – diminished labour market prospects resulting in discouraged young people who have left the labour market. According to the ILO (2013a), in European countries, which have been most affected, 12.7 per cent of young people are not employed, in education or in training (NEET). Even though, Africa was not as badly affected by the financial crisis, youth underemployment continues to be a problem. The African Union's (AU) "Youth Decade Plan of Action" (2009-2018) calls for measures to reduce Africa's rate of youth unemployment by 2 per cent per annum. However, midway into the implementation of the AU Plan of Action, Africa is not creating enough jobs to absorb the young people entering the labour market each year.

Africa has the fastest growing and most youthful population, where the population of 11 African nations - Democratic Republic of Congo (DRC), Egypt, Ethiopia, Kenya, Malawi, Niger, Sudan, Tanzania, Uganda and Zambia is expected to reach 2.4 billion by 2100, representing about a quarter of the world's population at that time (UN Population 2011). Africa has almost 200 million young people aged between 15 and 24 and this figure will double by 2045. Many of these young people will graduate from schools and will search for job opportunities in the labour market (AfDB, OECD, UNDP, UNECA, 2012). The population projections for Africa in 2050 reveal a 'youth bulge' and calls for aggressive job creation strategies and programmes. However, not just any job will do, if the goal is to move young people out of poverty, productive and decent work is required. Significant financial resources have been and continue to be invested on youth employment interventions therefore they have to be better tracked and there is the need for overall ensuring that resources used for youth employment produce desired national outcomes and impact.

Even though, the projected youth unemployment rate for Sub-Saharan Africa was 12.5 per cent, which is much lower than for Middle East and North Africa, which stood at 26 per cent in 2012, this should not necessarily be taken as a good sign (ILO, 2012a). The higher unemployment rate in the Middle East and North Africa is attributed to high number of graduates that are unemployed. Hidden beneath this figure for Sub-Saharan Africa are high levels of underemployment, given that young people cannot afford not to work they are forced to work in the informal sector, where working conditions are poor – with low wages, long hours and few or no benefits. The concern is how to create decent work opportunities for these young people, which must include elements such as social protection, a voice and rights at work and representation and social dialogue.

The events in Tunisia during the Arab Spring in 2011 were fuelled by high unemployment rates and authoritarian rule highlighting the need to ensure that young people are productively engaged. The cost of a youth cohort that is discouraged, alienated and inactive is high and can translate in a threat on socio-development progress. Young, unemployed and inactive men are likely candidates for recruitment as soldiers or gang members and hence contribute to perpetuating conflict and civil disorder in countries. Evidence from the Mano Union countries[1] showed that jobless young people, mainly boys are attracted to financial rewards and are likely to be recruited by militia as combatants and therefore pose to be a threat to sustainable peace building, reconstruction and reconciliation efforts (Human Rights Watch, 2005). At the same time, the potential of young people must be harnessed, given that they bring energy, talent and creativity to their economies, which cannot be undermined. Young people are contributing in several ways as productive workers, entrepreneurs, consumers, agents of social change and as members of civil society.

Africa's economies are amongst the fastest growing in the world, yet growth does not translate into development. In 2012, Zambia's growth rate was 7.38 per cent, Tanzania's was 6.5 per cent and Niger is the fastest growing economy, with its growth rate at 15.4 per cent (World Bank, 2013). The growth does not trickle down to significantly reduce poverty and is concentrated in sectors that are more capital-intensive than labour-intensive, which does not benefit the unemployed and those employed in the informal sector. This is notwithstanding the fact that not only Africa, but the world faces a challenge of creating 600 million jobs over the next decade (ILO, 2012a).

Given the high unemployment rates that young people face and the resultant consequences if this issue is not addressed, the need arises for youth employment to be prioritized and requires special attention. The youth cohort (15-24 years) in developing countries is the largest in history, at around 1 billion and must be transformed from being a challenge into being a developmental bonus (ILO, 2012a). However, youth employment cannot be separated from overall employment, youth is one target group among other groups that include adults or other groups of workers, who cannot be excluded but also require targeted interventions. Several interventions to address youth employment are in place and the problem is not the lack of interventions but the nature or type of interventions; the limited rigorous evaluations of the interventions; and their coordination in order to have the greatest impact (ILO, 2009a, ILO, 2009b, ILO, 2012a).

1 Cote d'Ivoire, Guinea, Liberia and Sierra Leone

3. Why Youth Employment Coordination Matters

Coordination has been defined in the previous section, as the consolidation of all the various efforts to address youth employment, so that the combined outcomes will have a greater impact on reducing youth unemployment rates versus the separate efforts, which will not have the intended impact. Youth employment coordination is critical in order to avoid fragmentation and duplication of interventions and the wasteful use of limited resources. Youth employment lends itself to coordination for the following reasons:

- It is recognized as a national priority and an issue of great interest to several players;
- It is a cross-cutting issue that involves many players – the government, the private sector, CSOs/NGOs and multi and bilateral donors, who have implemented diverse or similar programmes, as individual organizations for specific target groups in different geographical areas;
- Numerous interventions, ranging from small pilots and projects to large scale programmes are undertaken at macro, micro and meso level, which include the creation of an enabling policy environment; the allocation of resources from the national budget; mainstreaming youth employment into national development plans; the establishment of institutions; and the implementation of different interventions targeted at young people;
- The outcomes for supply, demand and intermediation of labour under the most common youth employment promotion framework in several African countries, which is the National Action Plans (NAPs) on youth employment, tend to be disconnected. This framework entails addressing the supply side (e.g. training and access to credit and business services), the demand (e.g. matching skills and job requirements) and the coordination of labour intermediation (e.g. availability and use of labour market information); and
- Poor documentation and systematic dissemination of information on youth employment, namely findings from research studies and evaluations.

Better coordination of youth employment results in untapped potential for synergies and cooperation. The multi-sectoral response allows for the development and support of strategic partnerships and alignment of plans and programmes. Each organization has its own comparative advantage and is best placed to address a specific aspect of the youth employment challenge. It is in finding these solutions that there must be a common understanding of the magnitude of the problem and the national will i.e. by all players, for a coordinated approach, which is essential and far outweighs a scenario of organizations working in an isolated manner. The outcomes of the various youth employment interventions can be better aligned, such that they build on each other and not individual institutions working on the same issues that are discussed over and over again, as was highlighted by the young Kenyan woman. Improved documentation and dissemination of information, which is one of the functions of a coordinating entity, will contribute greatly towards more rigorous monitoring and evaluation of interventions. The Government, the private sector, CSOs/NGOs, and development partners need to come together to better coordinate youth employment.

The importance of effective coordination of youth employment interventions cannot be overemphasized. In the next chapter, existing coordinating structures are examined to review how they are performing and their strengths and their weaknesses. It is on this basis that, existing structures can be improved or new ones proposed to ensure that they youth employment is better coordinated.

4. How Youth Employment is being Coordinated in Selected East African Countries

Several reports (Government of Rwanda, 2012; ILO, 2012a) have indicated the need to coordinate employment or youth employment however less has been said on how it should be done and whether it has worked where it has been done. The coordination of youth employment issues is often equated with the establishment of a Ministry or agency that works on youth affairs or labour and employment. However, coordination must not only be limited to an institution but can also be looked at in terms of the plans, policies or even interventions. All these elements lend themselves to bringing relevant stakeholders to work together to accomplish the common goal of reducing youth employment. In this section, other coordination elements, such as the national development plans and strategies and the budgets; enabling employment policies and plans; and the youth employment programmes, which depend on several partners for effective implementation are explored. All of these elements exist in the four East African countries, Kenya, Rwanda, Tanzania and Uganda and will be briefly described; how they currently operate and the associated strengths and weaknesses.

4.1 Creation of an Enabling Policy Environment

In 2004, at the Third Extraordinary Session of the African Union Heads of State and Government in Ouagadougou, Burkina Faso, the Heads of State and Government endorsed the Decent Work Agenda. In the Declaration, Plan of Action and Follow-Up Mechanism, they committed to placing employment at the centre of social and economic policies, given the importance of employment as one of the routes out of poverty (ILO, 2009c). Since Ouagadougou, other initiatives, such as the Blair Commission have realized the need for direct action through integrated employment creation approaches, in addition to accelerating economic growth. According to the ILO (2012c), the National Employment Policy (NEP) is “a vision attached to a concerted and coherent framework that links all the employment interventions necessary to achieve the employment target.” This includes youth employment interventions that are the basis for the National Youth Employment Action Plans. The NEPs are often implemented through programmes/action plans that highlight actions for young people, including on skills development and enterprise development.

Rwanda, Tanzania and Uganda have employment policies; the most recent is the one for Uganda that was adopted in 2011, whereas the Rwanda and Tanzania ones date to 2008. Rwanda is in the process of developing a revised policy. **Kenya** has a draft Employment Policy in place. The **Rwanda** employment policy is not explicit on issues of coordination but it indicates that the Ministry responsible for employment is charged for national actions and programmes concerning employment promotion. The Ministry of Finance and Economic Planning is mentioned as the one to mainstream employment into national macroeconomic policies. However, the roles and responsibilities have not been spelled out for other key players. Information on how the Ministry of Labour and Public Services carries out this function is not readily available, but one way could be through the convening of an annual employment forum, which has been ongoing for the past two years and brings together key players. Topical issues, such as decent work are discussed and deliberated and information is shared on employment activities.

The Employment policy for **Tanzania** is not very clear on who coordinates the implementation of the policy. However, it makes reference to the fact that the central government shall *'coordinate and monitor the employment implications of national investments decisions to ensure that socio-economic development policies and programmes are pro-employment intensive'*. The roles and responsibilities of different stakeholders – private sector, employers' organizations, workers organizations, development partners, academic, training and research institutions, civil society, financial institutions and mass media have been highlighted, given the cross-cutting nature of employment. Reference is made to the roles of the regional and local authorities who will *'develop, monitor and coordinate employment creation initiatives…'* and to the establishment of a National Employment Council chaired by the Ministry responsible for employment matters (Government of Tanzania, 2008).

In the **Uganda** Employment Policy, reference is made for the establishment of a National Employment Council *'to coordinate, guide, streamline and monitor efforts towards implementation'* of the policy. The Ministry of Gender, Labour and Social Development has been identified as the Chairperson and Secretariat. The members of the Council are mainly Government Ministries but also include the Uganda Investment Authority, Federation of Uganda Employers, Enterprise Uganda and the Central Organization of Free Trade Unions.

In addition to the employment policies in the four countries, youth employment interventions should be guided by what is reflected in the National Youth Employment Action Plans (NYEAP) that is derived from the employment policies. The NYEAPs provide a coherent framework for youth employment programmes and are developed by various stakeholders. The plans capture outcomes, indicators, responsible units, financial inputs and the time frame. Rwanda and Uganda are lead countries under the Youth Employment Network (YEN) and the first generation National Action Plan was developed for **Rwanda** in 2006. The plans addressed youth employment through four priorities of employment, employability, entrepreneurship, and equity, which are characterized as the four Es. The NYEAP for Rwanda developed by the Ministry of Labour and Public Service covered a five year period from 2006 to 2010. The plan articulated four areas of intervention to promote youth employment consistent with the definition of 'decent work': training, labour-intensive public works, agro-business, and self-employment. The plan includes putting in place implementation plans for each area of intervention, and ensuring coordination mechanisms to ensure that plans are followed and targets are met. A Steering Committee was to be formed that included membership from selected government Ministries, development partners, NGOs, youth organizations and the private sector.

The Youth Employment Action Plan in **Tanzania** (Mainland) is a second generation plan that was developed in 2007 and is not under the aegis of the YEN (EAC, 2010). The YEAP does not propose a mechanism for coordination even though, it indicates a need for coordination. It goes on to mention that planning, endorsing and preparing all stages for implementation *'will be the responsibility of the Ministry of Labour Employment and Youth Development, MLEYD in collaboration with Ministry of Planning, Economy and Empowerment…'* The YEAP for **Uganda** is currently being developed.

Kenya has been implementing the National Action Plan for Youth Employment, 2007-2012 since 2009. The plan outlines strategies in four main areas – employment policy harmonization and advocacy; capacity building; entrepreneurship and investment; and emerging issues. The plan does not elaborate on a coordination mechanism. The Ministry of Youth and Sports Affairs is the Ministry mandated to oversee the implementation of the Plan.

In the four countries, youth policies are in place and include priority issues, such as health, education and skills training, participation in decision making, HIV and AIDS and youth employment. The **Kenya** Youth Policy was adopted in 2006 and employment creation is one of the strategic priorities. The policy is to be implemented through an action plan and the establishment of a National Youth Council was envisaged to ensure effective implementation (Government of Kenya, 2006). **Rwanda** reviewed and revised its 2005 National Youth Policy in 2012 with an implementation plan. The plan makes reference to its coordination, which was to be spearheaded by the Ministry of Youth and ICT. As was the case in Kenya, a national youth structure was to ensure that youth issues are dealt with at the village level. **Uganda** has a national Youth Policy 2001, which stipulates that a multi-sectoral Steering Committee will be responsible for the coordination and collaboration on youth policy implementation and provides a forum for consultation on youth issues, among other tasks. The youth priority issues are related to the National Employment policy. **Tanzania** revised its 1996 Youth Policy in 2007, however does not discuss the issue of coordination.

4.2 Youth Employment Mainstreamed in National Development Frameworks

Policymakers are realizing that if youth employment is not mainstreamed in Vision documents and poverty reduction strategies, it cannot be addressed in a systematic way. With the youth bulge that many countries encounter as a result of population growth, it is critical to include long term strategies for their employment. In the Vision 2020 for **Rwanda**, there is explicit reference to young people, even though there is no indication of how many of the 200, 000 off-farm jobs to be created will be for young people (Government of Rwanda, 2009). The Economic Development and Poverty Reduction Strategy (EDPRS) 1, which ended in 2012 was silent on the issue of youth employment. The recently adopted EDPRS 2 recognizes that formal jobs will not be able to absorb job entrants from education institutions hence the need to create decent productive jobs. Productivity and youth employment is one of the five thematic priority areas and the thrust is on four priority areas - Skills and Attitudes; Technology and ICT; Entrepreneurship, Access to finance and business development; and Labour market interventions. The Ministry of Finance and Economic Planning will facilitate the implementation and monitoring of the EDPRS 2 and the technical coordination will be undertaken by the Thematic Working Groups (Government of Rwanda, 2013).

The **Tanzania** National Strategy for Growth and Reduction of Poverty (NSGRP or commonly known as MKUKUTA II) covering the period 2010/11 -2014/15, explicitly states that productive and decent employment must be created for youth and women. Strategies have been identified that include strengthening the institutional framework for efficient coordination of employment creation and streamlining of institutions dealing with employment issues; providing selective and customized investment in human capital to inculcate appropriate skills and entrepreneurship, promotion and development of skills for productivity enhancing employment and self-employment and enterprise development, especially for women. The Ministry of Finance and Economic Affairs will oversee the coordination of the implementation of MKUKUTA II (Government of Tanzania, 2010).

The **Uganda** National Development Plan 2010/11-2014/15 replaced the Poverty Eradication Action Plan and the NDP has articulated *"Growth, Employment and Prosperity"* as a national priority. It makes specific reference to youth employment opportunities under the social sectors. Interventions have been identified for the implementation of the national youth employment policy and provision of training and capital for entrepreneurship. The Office of the Prime Minister is responsible for coordinating implementation of the NDP (Government of Uganda, 2009).

Kenya is finalizing its second Medium Term Plan (MTP) 2013- 2017 and as was the case, in the first MTP 2008/09-2011/12, employment generation is one of the priority areas. Noting the high youth unemployment, interventions for young people will feature, namely on entrepreneurship. Incentives will also be offered to firms to provide internships to youth to enable them acquire relevant skills and experience for the job market. Youth will also be involved in building dams, water pans and reforestation programmes to promote green growth.

4.3 Resource Allocations for Youth Employment in National Budgets

An examination of the East African countries budgets for 2013/14 (Government of Kenya, 2013a) is a useful exercise to determine to what extent the need for job creation has been addressed and resources allocated for youth employment. The 2013/2014 **Kenya** budget addresses employment and notes that one of the challenges that it faces is that youth have no jobs. The budget includes a section on how the Kenyan government will harness the talents of youth and women to grow the economy and to create jobs. It indicates that the government is addressing the challenges along the business value chain – lack of access to markets, expensive and inadequate energy, costly transport, insecurity, lack of legal services and access to credit. In addition to the existing SMEs and Agribusiness Fund, approximately $7 million has been set aside to support youth to engage in income generating programmes. Seemingly, a better delivery mechanism is planned for these funds along the lines of a community development fund and depending on its success, it is planned to consolidate and rationalize the existing youth and women funds. It is indicated in the budget that 659,400 jobs were created in 2012 but it does not say in which sectors these jobs were created. The budget mentions that the new administration is targeting the creation of 1 million jobs annually, which it adds is achievable. However, the budget does not state where all these jobs will be created.

The budget states that support will be provided for small and medium enterprises through targeted financial support, skills development and access to markets through a revamped public procurement system so as to expand businesses and to reduce joblessness among the young people. It also mentions that approximately $7 million will be allocated for the implementation of the first phase of the 1 million acre irrigation and food security project in Galana and is expected to create *'at least 3 million jobs along the agriculture value chain, including multiplier effects'*. No specific strategy is articulated on how these jobs will be created.

Even though employment or job creation is not mainstreamed in the **Rwanda** 2013/14 budget (Government of Rwanda, 2013), youth employment is prioritized as a key issue in the EDPRS2, for which the Government has allocated resources. Specific reference is made to the achievements attained through the '*Hanga Umurimo'* [2]programme, which was launched in 2011/12. It received 16,000 business ideas and 50 were selected from each district for the development of business plans. To date, 216 projects to the value of $5.4 million were approved and a total of 4,982 jobs were created.

In its EDPRS2, four thematic areas – economic transformation, rural development, productivity and youth employment, and accountable governance have been allocated 50 percent of the total budget. Economic transformation received 28 percent of the budget; productivity and youth and rural

2 'Hanga Umurimo' means 'create own job'

development received 10 percent and 2 percent was allocated for accountable governance. Productivity and youth employment is allocated with approximately $251 million. Key projects that have been allocated with resources include infrastructure for TVET schools, an integrated polytechnic regional centre, school construction, skills development, one labtop per child, and Rukara infrastructure development. About 14 percent of the allocation is for the skills development programme.

The 2013/14 **Tanzania** budget (Government of Tanzania, 2013) does not indicate how employment or job creation will be addressed. There is no reference to youth employment. The creation of employment opportunities is recognized as a challenge in the 2013/14 budget and mention is made that the government will improve other economic sectors with higher employment creation opportunities. The sectors include construction and industrial production. One of the objectives and targets of the 2013/14 budget is human resources and skills development that emphasizes science, technology and innovation. An allocation of approximately $1.8 million is allocated to the Youth Development Fund.

The 2013/14 budget for **Uganda** (Government of Uganda, 2013) acknowledges that unemployment is a challenge and details some of the causes and what can be done to address the issue. It is indicated that the creation of many job opportunities is crucial but it should not compromise on the rights of workers. The budget priorities in 2013/14 are productive infrastructure; agriculture production and productivity; and human resource development, particularly in technical skills. One of the strategies will include the creation of job opportunities in agriculture and industry. No breakdown of how resources will be allocated to these priorities is provided. The implementation of the Youth Venture Capital Fund is one solution to address employment by enabling young people to start enterprises. By the end of May, more than 5200 small businesses had been supported to the tune of approximately $8 million.

4.4 Establishment of Institutions Addressing Youth Employment

In several African countries, the government has established a Youth Ministry or Agency, which is mandated to coordinate youth issue and provides the institutional framework. Departments in these Ministries are designated to deal with youth issues, including employment. In Kenya, Rwanda and Tanzania, Ministries of Youth were created. Tanzania's Ministry of Information, Youth, Culture and Sport was created in 2011, however, issues of youth employment remain under the Ministry of Labour and Employment, unlike in Kenya and Rwanda, where youth employment issues are addressed under the Ministry of Information, Youth, Culture and Sport and Ministry of Youth and ICT respectively. In Uganda, youth issues, including employment have been subsumed under the Ministry of Gender, Labour and Social Development.

In **Kenya**, the Ministry of Youth Affairs and Sports was created in 2005 and up until 2013 it coordinated and mainstreamed youth issues in all aspects of national development, as stipulated in the National Youth Policy. Amongst the eleven strategic themes, one of them is on youth and employment which was coordinated in consultation with the Ministry of Labour. No mechanism exists to coordinate youth employment at central and county level. Youth employment is 'crowded out' by the other youth issues and the issue of entrepreneurship is most 'visible' and seems to get the greatest support, as is also highlighted in the budget. This is based on the fact that entrepreneurship is seen as 'the route' out of unemployment for young people, which is an issue that warrants further discussion in a subsequent section. Since May, 2013, the Directorate of Youth and the Department of Employment are now under the Ministry of Labour, Social Security and Services. The officials who were in the Ministry of Information, Youth, Culture and Sport have been deployed to other Ministries to ensure that youth issues are mainstreamed.

The Ministry of Youth and ICT was established in 2008 in **Rwanda** and oversees youth affairs, including employment generation, entrepreneurship and education. However, the responsible line Ministry for employment is the Ministry of Labour and Public Service (MIFOTRA) but the boundaries of each Ministry when it comes to youth employment are not clearly marked. Coordination of youth employment is unclear given that MIFOTRA convenes a yearly employment forum and during the implementation of the EDPRS 1, it chaired the Employment Sector Working Group. During the development of the EDPRS 2 and to date, the group was renamed to become the Private Sector Development and Youth Employment Sector Working Group, which is chaired by the Ministry of Trade and Industry. Various Ministries, including MIFOTRA, the Ministry of Youth and ICT, CSOs and the social partners participate in this Working Group.

In **Tanzania**, the Ministry of Information, Youth, Culture and Sports was established in 2006 to address youth issues. Matters related to youth employment remain under the ambit of the Ministry of Labour and Employment, the Employment Department which is responsible for its coordination. In **Uganda**, matters concerning youth employment are under a department for youth affairs in the Ministry of Gender, Labour and Social Development.

In **Uganda**, the National Youth Council, which is an autonomous body was established in 1993 and is an umbrella organization of all youth. It is mandated to mobilize, organize and engage youth in development activities. The provision of a *'platform for well-coordinated and sustainable youth advocacy and development'* is one of the objectives, which emphasizes the need for coordination at different levels.[3] The **Kenya** National Youth Council was established in 2008 and was gazetted in November 2012 to, among other functions, to coordinate youth organizations and to design and continuously review the National Youth Policy. The **Rwanda** National Youth Council, established in 2003 facilitates and encourages youth to participate in socio-economic development and transformation. In **Tanzania**, no National Youth Council exists. Issues of youth employment/empowerment feature highly in the plans and/or activities of the National Youth Councils. The positive feature about the Councils is the extensive outreach of young people at different levels, reaching right down to village/ward level.

4.5 Development and Implementation of Youth Employment Programmes

Several programmes have been developed by a range of stakeholders, including governments, development partners, NGOs, CSOs, including youth driven organizations and the private sector. The paper does not aim to discuss the various programmes and initiatives that the various partners are working on however it acknowledges that programmes range from those addressing the demand side, the supply side and the labour intermediary aspect.

Governments have invested significant resources in youth funds; youth banks and youth enterprise funds. For example, in Kenya and Tanzania, the Ministries of Youth oversee and implement Youth Development or Enterprise Fund programmes that disburse funds to young people. Three phases of the Tanzania Youth Development Fund (YDF) were launched or implemented, Phase 1 in 1993/94 to 2001/02 and Phase 3 in 2002/03 to 2007/08 and Phase 3 in 2007/08. The specific objectives for the

3 www.nycuganda.org/policy-framework/structure.html

YDF are to avail credit to adults and youth with business ideas and projects; and to create employment for unemployed youth, men and women (ILO, 2010b). In Kenya, the Youth Enterprise Fund was launched by the government in 2007, as a strategic move towards curbing youth unemployment. The Youth Enterprise Fund facilitates youth employment through enterprise development by providing loans to existing microfinance institutions, registered NGOs involved in micro financing and Savings and Credit Cooperative Organizations (SACCOs); attracts and facilitates investment in business or industrial parks, markets and incubators; and supports youth oriented micro, small and medium enterprises to develop linkages with large enterprises; and facilitates employment of youth in international labour markets (Government of Kenya, 2010). Uganda has recently launched the Youth Venture Capital Fund and Rwanda, the '*Hanga Umurimo'* programme is ongoing, which both promote enterprise development. In the 2013/14 budgets, funds have been set aside for these initiatives.

Several studies revealed that most of the initiatives being implemented by NGOs, CSO and the development partners, including the UN are focused on vocational training and skills development (ILO, 2012d; 2009a; 2009,b). These include efforts to help young people to create their own opportunities through self-employment by providing training in entrepreneurship and in many instances, still in traditional trades, such as tailoring; carpentry; secretarial services; building youth centres that offer skills training; and on re-evaluating vocational education curriculum and programmes. Limited internship programmes are implemented by the private sector.

4.6 Strengths and Weaknesses of the Coordination Elements

The four selected East African countries - Kenya, Rwanda, Tanzania and Uganda have put in place several coordination elements, which if they were better linked could have a positive impact on addressing the youth employment challenge. Clear links exist between the national development frameworks (EDPRS 2, MKUKUTA/MKUZA, NDP and MTP); implementation of national youth employment programmes, namely the youth funds and the national budget allocations. However, the interrelations with the employment policies and the national youth employment action plans are less clear.

Out of all the four East African countries, Kenya is the most proactive on the allocation of resources in its budget for youth employment and is followed by Rwanda. The budget lends itself as a coordination mechanism but cannot be looked at in isolation because it is costed annually based on what is reflected in the national development framework. Mainstreaming youth employment in the national development plans is one side of the coin and the other side is to ensure that resources are actually allocated and spent on these interventions. Greater efforts are needed to ensure that all the coordination elements operate in an integrated manner, given that they are all interrelated. To this effect, the employment objectives in the employment policy need to be incorporated into the national development frameworks. The Medium Term Expenditure Framework is one such tool that allows for resources to be allocated for employment in the national budget. A mechanism is needed to monitor and evaluate expenditures to ensure that the funds go for what they were intended and to what extent they have had the desired impact on reducing youth unemployment rates.

The existence of these enabling policies and plans is notable but as they are developed in isolation – are not mutually reinforcing and the same key actors are not consistently engaged. The coordination of the National Employment Policies and the National Youth Employment Action Plans is through the setting up of committees and Councils. However, in all the countries that were examined, these mechanisms have not been established and coordination remains unaddressed. The employment policies for Tanzania and Uganda make reference to coordination by a National Employment Council. Different stakeholders have been identified as members of the Council and the Tanzania policy refers to their broad roles and responsibilities. Furthermore, in Uganda, the Ministry of Gender, Labour and Social Development were charged as the secretariat and chairperson and responsible for the establishment of the Council.

The emphasis of coordination for youth employment has often been at the central level and not at the local level and yet this is where job opportunities are also required. The employment policies, the youth employment action plans, the national development plans and the institutions mandated to address youth employment are meant to include inputs from the local and regional levels. However, coordination at the regional and local levels is not fully addressed. The intention to coordinate at regional and local level has been reflected in the NEP for Tanzania, which is a positive development. In the case of the national youth employment plans, a similar scenario exists where coordination structures have been identified in Rwanda and implicitly for Tanzania whereas for Kenya, this is not the case. However, the discussion on a coordination mechanism and how it will be implemented at regional and local levels is inadequately discussed in the documents. Furthermore for the youth policies, structures such as National Youth Councils, multi-sectoral Steering Committee and the Ministry of Youth have also been identified to coordinate the implementation of activities, however, these structures have not been established or if they exist, to a limited degree carry out the function.

The fact that it is often the same ministry i.e. Ministry of Labour that is responsible for coordination of the employment policies and the youth employment plan means that these documents can be well aligned in the development, implementation and monitoring and evaluation processes. However, it is crucial that if a separate youth employment action plan exists, it must complement and be mutually reinforcing for the employment policy, strategy or a programme and an action plan to avoid fragmentation and disjointedness of outcomes. Where one ministry is responsible for the coordination of the employment policy and another one for the coordination of the youth employment action plan, ensuring that they complement each other and are mutually reinforcing is required and means that the two Ministries would need to work very closely.

In instances, where the Ministry of Youth is responsible for youth affairs (Tanzania and Kenya) but employment is delegated to the Ministry of Labour and/or Employment or the two Ministries collaborate, the coordination role is unclear. Even when it is the Ministry of Labour (Uganda) that is responsible for coordination, it is not undertaken. Is it a case of the Ministry not having the human and financial resources to coordinate or a lack of understanding or limited knowledge on what is needed to coordinate and/or to lead? Ministries, the private sector, CSOs, NGOs and other partners must recognize and appreciate that employment is not the responsibility of the Ministry or entity charged with coordination but is a collaborative effort and working together will yield greater results. The importance of the National Youth Councils should not be undermined, in the countries where they exist, since they can be an effective partner in supporting youth employment coordination, particularly at the local levels, given their extensive national outreach.

The various youth employment programmes or initiatives can be implemented by different stakeholders, however in most instances, they are implemented on a small scale and target very few young people therefore their impacts are not felt. In addition, many of the interventions are fragmented and do not complement each other; and are not well monitored so it is difficult to capture the impact of these interventions. In addition, many of the youth employment interventions are fragmented and in most cases, don't talk to each other e.g. many interventions focus on the supply side, namely on vocational training and skills development and not on the demand side. Notwithstanding the fact that improving the labour market depends on the vitality of the economy and the spirit and dynamism of the demand for labour, different partners are best placed to undertake specific interventions e.g. governments can ensure an enabling environment, such as fiscal, labour, agriculture, industrial and infrastructure policies that are youth friendly.

Employment intensive programmes for rural development and public works, even though they might not create long term employment for young people, they can provide them with skills and experiences to tap on opportunities that were previously not available. Such programmes are best undertaken by government and some development partners. CSOs and NGOs, who often have wide outreach and work directly with young people, are best placed to implement replicable programmes that have yielded results and private sector can implement internships, apprenticeships and mentoring programmes. In instances where Ministries implement such programmes and yet lack the prerequisite skills, then it calls to question the mandates of the various players. The numbers of jobs created from these interventions must contribute to the targets as set out in the Employment Policies and reflected in the national development frameworks hence calling for an effective monitoring and evaluation mechanism.

Several youth employment initiatives are ongoing in the selected East Africa countries and no comprehensive mapping exercises are undertaken, therefore no information or database exists on who the main players are and what they are doing. The ILO has undertaken mapping exercises in Tanzania and Uganda but not at the national level and whose main purpose was to inform the UN in the development of youth employment strategies or programmes. One of the results of the lack of information is duplication and overlaps of youth employment interventions, which are costly and this arises when many youth employment players are unaware of what others are doing.

Development partners and other funders have not supported the coordination of employment and youth employment interventions. Rather they have supported interventions and judged the impact based on the individual performance and not on the other numerous organizations that might have had an influence. Kania and Kramer, 2011 have defined the isolated impact, as "…an approach oriented toward finding and funding a solution embodied within a single organization, combined with the hope that the most effective organizations will grow or replicate to extend their impact more widely." They go on further to say that there is scant evidence to show that isolated initiatives are the best way to solve social problems. Collective impact requires a long term commitment by the different key actors to a common agenda for solving the youth employment challenge. This is not to say that development partners should not support the implementation of youth employment programmes; however other areas, such as supporting the coordination function to ensure greater collective impact might provide greater mileage and should be considered.

One of the challenges with youth employment is that it tends to be driven by politics and this also has implications on how it is coordinated. Youth account for a sizeable proportion of voters, therefore in order to win votes for elections, ruling parties plough significant resources for youth employment, particularly as the elections get closer. Since time is not often a luxury, immense pressure is placed on meeting budget deadlines, amongst other issues, so programmes are conceived within short time frames by the relevant Ministry and do not benefit from the scrutiny of other key stakeholders. Hence striking the balance between short term 'quick wins' and medium and long term interventions is always difficult since the former are often not sustainable and impact is unclear. Is it that we see political will and commitment to address youth employment at the highest level so that votes can be won in the national elections or is it that there is a genuine concern to deal with youth employment beyond the election period? In most instances, it seems to be the former and this leads to a lack of a clear strategy and coordination mechanism for addressing youth employment. The lack of coordination conceals the inefficient use of limited resources and this should not continue to be the trend. The allocation of resources for the development and implementation of youth employment interventions is acknowledged but the need exists to go a step further to include resources for coordination. Resources must be allocated to the function of coordination in order to have clear knowledge on the rate of return in terms of investments made in youth employment. Allocating funds without having such indicators is tantamount to being irresponsible.

The strengths and weaknesses of the coordination mechanisms in selected East African countries have been examined and before proposed mechanisms are suggested, other models for employment coordination in the Republic of Korea and Burkina Faso will be shared for comparative purposes in the next chapter. Much can be learned from these coordination mechanisms.

5. The Case of Korea - National Governance to Strengthen Employment Coordination

Valuable lessons can be learned from Korea's experience as is well articulated in the ILO report (2012b) on the *Development of National Employment Policies through Two Economic Crisis.* Following the 2008 global economic crisis, Korea took a number of steps to enhance the structures for employment coordination and this included the Ministry changing its name from the Ministry of Labour to the Ministry of Employment and Labour (MOEL). It also strengthened its function to include the coordination of employment policies. The Ministry realized that employment could not be addressed by only one Ministry and had to be a cross-cutting issue that was tackled in a coherent manner by other Ministries and the private sector. Under the chairmanship of the President, a National Employment Strategy Meeting was established, which includes related Ministries and other heads of the central governmental authorities to ensure that a government-wide national employment policy is implemented. The specific goals of this Meeting were stated by the ILO (2012b) to "(i) to reorganize existing policies and systems to make them employment-friendly, meaning they enable maximum increase in the total number of jobs within a sustainable range; (ii) to resolve the quantitative and qualitative mismatch in the labour demand and supply through the development of skilled workers that meet the needs of companies; and (iii) to pursue restructuring for the promotion of labour market efficiency, such as job stability." Coupled with the commitment for employment at the highest level was the increased job budget for direct job creation projects, vocational training, and unemployment benefits.

The report (2012b) also highlighted that in order to monitor the implementation of job creation strategies, three Task Forces have been set up to address the Employment and Social Safety Network; Real Economy; and Education and Human Resources. These Task Forces are led by the Vice Ministers of the Prime Minister's Office; Strategy and Finance; and Education, Science and Technology, respectively. Other Ministries and private sector experts are members of the Task Forces and report to the relevant Ministry, in the case of employment to the Prime Minister's Office, which coordinates inter-ministry communication and progress is presented at the National Employment Strategy Meeting.

In addition to the National Employment Strategy Meeting, another layer has been established, the National Employment Policy Coordination Meeting, which is chaired by the MOEL. The main function of this Meeting, as indicated in the ILO report (2012b) is to provide "support for job creation efforts by resolving issues such as the overlapping of tasks among the central and local governments in the pursuit of job creation projects and acts as a comprehensive discussion channel that efficiently coordinates the communication process among those involved." The Meeting plays an important role in providing a platform for related Ministries and local government to discuss labour issues and for it to coordinate employment policies. The agenda and issues are to be raised by both the government and the private sector. According to the report (ILO, 2012b), the MOEL also chairs the Public-Private Job Creation Consultative Committee, which brings together the private sector, which is recognized as a major player in job creation and relevant Ministries. Discussions are held every quarter around certain topics in specific sectors and industries and the MOEL is responsible for a coordinated response between the government and private sector.

5.1 Strengths and Weaknesses

One of the strengths of the coordination mechanism through the implementation of the employment policy is that it is driven at the highest level, with the President chairing the National Employment Strategy Meeting and this gives employment political commitment and legitimacy. The additional resources allocated to employment demonstrate the importance placed on the issue. Other Ministries are most likely to be actively engaged in this forum and it is Vice-Presidents that chair the Task Forces that are responsible for monitoring the implementation of job creation strategies. Monthly meetings are convened and as of April 2012, eleven meetings had been held since 2011 (ILO, 2012b).

A second layer exists, which is the National Employment Policy Coordination Meeting, which is chaired by the Ministry of Employment and Labour. Quarterly meetings ware scheduled to take place and as of April 2012, six meetings had been convened since 2011. However, it is reported that "the scope of agendas discussed to date have been limited, with MOEL usually raising the agenda and low level of participation of other ministries in the discussions" (ILO, 2012b). The performance of the Public-Private Job Creation Consultative Committee, which is also chaired by the MOEL has been that even though, it is set to meet every quarter or as the need arises and as of April 2012, two meetings had been convened since 2011.

Even though, the coordination mechanism for employment policies in the Republic of Korea is still in early stages of implementation, some observations are that the National Employment Policy Coordination usually raises the agenda and less participation of members at meetings was recorded. Could one of the reasons be that the other related Ministries do not own the employment issue and see it as a MOEL issue? This would suggest the need for other related Ministries to appreciate the importance of employment. The coordination does not highlight how coordination works at the local level and the focus seems to be more at the central level. The coordination mechanism is the conventional one that comprises inter-sectoral meetings, which is just one aspect of coordination.

6. The case of Burkina Faso – Coordinating the Implementation of the National Employment Policy

As was the case in Korea, the coordination mechanism is through the implementation of the employment policy in Burkina Faso. The Ministry of Employment is charged with the implementation of the National Employment Policy (NEP) that was adopted in 2008. According to the ILO (2012c), the coordination of the NEP model in Burkina Faso has four structures, which include the Steering Committee; the Executive Structure; the Technical Structure; and the Structures at regional level. The Steering Committee is an existing structure that follows up on the resolutions from the AU Extraordinary Summit on Employment and Poverty Reduction. The membership includes all the youth employment actors from state level, including workers and employers organizations. A Steering Committee is chaired by the most senior official from the Ministry charged with Employment; it meets twice a year and can set up ad hoc task committees when the need arises. The functions of the committee include to guide the initiatives of the coordination mechanism and of the actors, with particular focus on the convergence and complementarities of the interventions and actions; monitor the initiatives and the implementation activities of the NEP; deliberate on the evolution of the employment situation and formulate any relevant suggestion towards the NEP; and oversee the monitoring and evaluation activities.

The Executive Structure is comprised of a coordinator, who is charged with the coordination of the implementation of the NEP, as is mentioned in the ILO (2012c) report. Under the supervision of the Ministry charged with employment, the coordinator has a number of roles, such as leading and being responsible for the organizational process necessary for the progress of the diverse implementation activities; ensuring information on monitoring of activities is availed; organizing and overseeing the technical work and the activities of the Technical Secretariat; liaising with the regional levels for the implementation needs of the NEP; and preparing the meetings of the steering committee and the necessary documentation.

The Technical Structure is the Technical Secretariat and is made up of officials, who are responsible for the day to day technical and organizational work that is required for the implementation of the NEP. The functions of the Secretariat, include to take all the necessary steps required to support the activities of the action plan; ensure the timely programming of tasks and work schedules; collect and analyse information on progress towards the achievement of activities in the action plan; and prepare, at the request of the Coordinator, any tasks towards the realization of activities in the action plan (ILO, 2012c).

At the regional level, under the authority of the regional Governor, a regional Director of the ministry in charge of employment is responsible for overseeing the implementation of the NEP as noted in the ILO (2012c) report. The tasks include building knowledge and raising awareness on employment and the NEP at regional level; formulating approaches within the regional development framework to address employment; leading the mobilization of the local actors and social partners to address issues of employment and actions at the regional level; develop an annual report on the employment situation and the actions to promote employment in the region.

6.1 Strengths and Weaknesses

The coordination mechanism operates at three levels and at the regional level whereas in the case of Korea, it operates at two levels. The coordination structure is comprehensive and has structures at different levels to ensure that the NEP is implemented. However, even though the policy provides a framework for all employment interventions in Burkina Faso, the role and the contribution of other Ministries and the links between the different structures in the implementation of the policy are not explicit and more information on this aspect would be helpful to understand the coordination function better. One of the strengths of this mechanism is that it operates at the regional level but how it feeds into the central levels is unclear. Even this mechanism assumes a conventional approach of having structures with representatives from relevant Ministries and organizations.

7. Proposed Coordination Models

The analysis undertaken from the selected East African countries, Republic of Korea and Burkina Faso has indicated that various coordination elements – plans, policies, national development frameworks, institutions, budgets and programmes exist. Given that youth employment is a cross-cutting issue, it requires a multi-sectoral response from several key actors and a strong case is made for coordination.

An Integrated Model – Resulting in a Collective Impact

Recognizing the efforts that have been taken to address the youth employment challenge, the future prognosis is that it is not a transitory situation that will be resolved, once economies recover but it may become a structural trend. The rising number of young people in the population coupled with the fact that the labour market is unable to accommodate them, results in high unemployment rates among young people. Addressing the youth employment challenge, which is a common goal for a group of key actors, requires a long term commitment and a change in mindset. The perception that coordination entails the establishment or mandating an institution to bring all the various actors together to address youth employment is incorrect and it must be replaced with the perception that it is only one aspect of coordination. Several other elements must be in place.

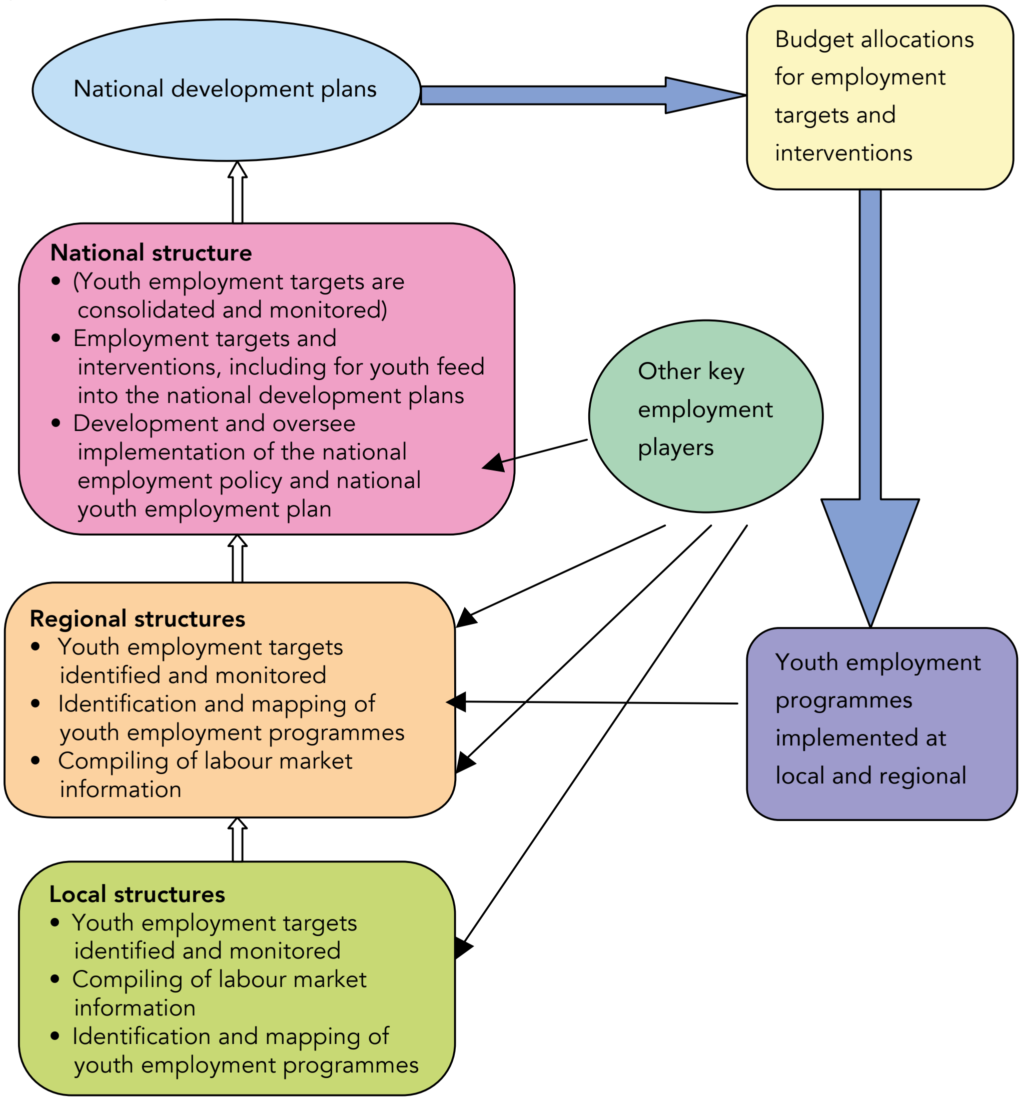
The long term nature of the youth employment challenge needs different approaches from the ones that have been adopted to date. Quick wins are not sustainable, so time lines must be extended to allow for key actors to change their behavior to solve the youth employment challenge, which is a complex issue. This also means that more is required in terms of political commitment, which must extend beyond the mandates of the governments in power. Quick wins are inevitable but when undertaken with the long term in perspective and not as isolated interventions, they can demonstrate that potential for positive benefits in the long term and better contribute towards addressing the youth employment challenge. Continuous budget allocations are required to not only fund youth employment initiatives, which is the current practice but to also contribute towards the process of sustaining collective processes, and monitoring and evaluating reporting systems.

The analysis revealed that several coordination elements are at play in the selected East African countries but mostly as isolated interventions of individual Ministries or institutions. The collective and not the isolated impact of the outcomes derived in the youth employment frameworks and of the youth employment actors is what matters. Youth employment requires the collective impact approach to address coordination since it is complex, has no clear answers and no single entity has the resources nor the authority to address the issue on its own. Kania and Kramer (2011) define the collective impact as *"the commitment of a group of important actors from different sectors to a common agenda for solving a specific social problem"*.

An integrated approach towards coordination is crucial and the coordination elements, be it the national employment policy, the national youth employment action plan, the budgets and the programmes are all linked and the interrelationships need to be strengthened. In most cases, one organization should initiate the development of the various coordination elements and it is at this stage that all key players should have a shared vision for change, including a common understanding of the problem. It is futile for the responsible organization to embark on the process alone because the buy-in and ownership for the youth employment challenge cannot be acquired later.

The integrated model, as illustrated in Figure 1 suggests that structures should be established at the national, local and regional level to perform the coordination function and be responsible for reporting to the next level to ensure an integrated outcome. An effective approach is for key actors, including NGOs, governments, and business to rally around the issue of youth employment coordination, to have a collective impact that allows for the identification of programme gaps that need to be filled; differentiation of reinforcing and complementary efforts; sharing of information; alignment of policy efforts at local and national level; and provision of information on resource and funding flows (Corcoran et al, 2012). Even though, the evidence is limited on the effectiveness of such an approach, some examples indicate that substantial progress could be made when this approach is adopted (Kania and Kramer, 2011). The consensus is that no single organization is responsible for youth unemployment and no single organization can address it. Bringing together a group of key actors to address the youth employment challenge regularly is not enough and what is needed is a systematic approach that focuses on the relationships between organizations towards reaching shared objectives. All collective impact initiatives share five key components – a common agenda; shared measurement; mutually reinforcing activities; continuous communication; and backbone support (Kramer and Kania, 2011, Corcoran et al, 2012).

Figure 1: Integrated Model



An important starting point is to have a **common agenda**, where all the key actors have a shared understanding of the youth employment challenge and develop an aligned and coordinated approach to address it through agreed upon actions. Consensus exists that youth employment is a challenge but the different understandings of its causes and how to address it results in isolated interventions with limited impact. To reach consensus on the primary goals for the collective impact as a whole implies building trust and relationships towards a common goal and this entails regular meetings to agree on employment targets, develop shared performance targets, discuss progress, learning from one another and aligning efforts to support each other (Corcoran et al, 2012). It is important to build on existing efforts and collaborations to come up with a broader effort that is focused on improving joint outcomes.

How can this be accomplished? The unemployment challenge must be seen as a problem that has national repercussions and not as a Ministry of Labour/Employment problem and requires a common solution by several actors. The Ministry of Labour/Employment is one of the weakest ministries in terms of its resources and yet is responsible for a crucial mandate, which hinges upon other sectors i.e. education, health, trade and industry. The allocation of resources to education and health is good and critical however, an educated and a healthy population will need to access employment opportunities or this gives rise to another problem. A disgruntled cohort of young people can be a trigger to reverse the positive development trends.

The involvement of young people in social, economic and political policy making processes has been limited. However, in the collective impact approach, they can play a crucial role in reaching out to key actors across systems and organizations. Youth should be included in an advisory committee or whatever body that exists to meet regularly as part of this effort.

The systematic approach in Figure 1 aims to integrate the required elements and this is possible, given that one process can input to the next. The responsible Ministry will set the employment targets, which need to be based on solid research in the sectors that generate employment opportunities. The emphasis is that other Ministries and key players should provide the figures. The Ministry would also determine the objectives of the local and regional structures and enter into annual performance contracts for accountability. How the local and regional structures manage themselves and coordinate implementation is up to them as long as the results are good. Once the national employment targets are agreed upon, the identification of employment targets should be done at the local and regional levels by respective Ministries and other key players in selected sectors that are likely to generate employment opportunities. The model proposes that instead of the process being initiated at the central level, it should start at the local and regional level and feed into the national level.

The timing for the determination of the employment targets is critical and it should be done before the national development plan is finalized. The outcomes from the employment policy, including the targets and the youth employment plan should input to the national development plan process, so that funds are guaranteed for youth employment programmes in the budget allocation. Too often, these processes are not well synchronized and situations arise, where the national development plan is finalized and after the national employment policy or national youth employment action plan is developed. It is then too late to tap in the budget allocations and then the result is just an intention of what is planned. Equally, it is problematic to have a scenario, where youth employment interventions are developed, just before the finalization of the budget because such a process will not benefit from wide consultations and ownership. Such an intervention becomes one of the many that are fragmented and is not a reflection of what is articulated in the employment policy and accompanying strategy and the youth employment plan and it proves difficult to measure the results. The integrated model recognizes the different comparative advantages of key actors and the differentiated activities that should be **mutually reinforcing** and undertaken in a way that supports and is coordinated with others. Better alignment and stronger synergies between activities are necessary for collective impact.

Shared Measurement entails that the collection of data and measurement of results for common indicators is done consistently at national, regional and local levels and across all the key actors. This allows for tracking of progress on the outcomes to ensure that all the efforts remain aligned and for all parties to be accountable to each other. In addition, actors can learn from each other's performance and progress can be documented (Kania and Kramer, 2011). The collection of data can be difficult hence emphasis must be placed on ensuring that actors understand the importance of their data in defining and tracking key outcomes and have a clear sense of how collection is related to the common agenda. The development of data sharing agreements between organizations will assist in the collection of data (Corcoran et al, 2012). The collective approach is more effective, rather than each actor reporting using different templates and tools, which are not aligned and it becomes difficult to measure progress. The adoption of shared measurement systems requires trust amongst the key actors, which has to be developed over time. Frequent participation of the same persons at meetings; and an appreciation of the common motive behind different interventions; and a clear understanding of the common goal are essential.

Continuous communication amongst all the actors is critical for the success of the integrated model (Kania and Kramer, 2011). Trust, the assurance that organizations are working towards shared objectives and common motivation can only be built where communication is open and consistent. Too often, key actors distrust each other and compete for resources rather than building alliances and partnerships. The benefits are far greater when actors come together and approach donors.

In order to create and manage collective impact, which this model suggests, this requires a separate organization that has staff with a very specific set of skills to provide **backbone support** for this initiative (Kania and Kramer, 2011). The unit needs to be led by a person who keeps people motivated to deliver, focused on the common goal and the big perspective and to collaborate and not to compete with one another for limited resources. Coordination takes time and cannot be done without the necessary infrastructure. Evidence from the selected East Africa countries shows that even though, the coordination of employment or employment has been assigned to a Ministry, it does not happen and will not happen. Coordination is a full time job and needs dedicated staff. Consideration should be given for the organization to be a neutral organization, particularly in the early years and not one of the existing Ministries, given the past experiences of the lack of coordination and the perception of the given Ministry. A consortium made up of the private sector, young people and government can run the organization. In the long term, the situation can be reconsidered, once significant momentum and an understanding of the collective impact approach has been reached.

The proposed integrated model calls for a new way of thinking about coordination of employment, namely for young people and making a call for change; bringing together in a systematic and coordinated manner a number of key and interrelated elements and establishing financial resources, in order to have a collective impact. A significant financial investment is required and funders must be made to understand that the youth employment challenge is not a short-term problem and hence requires a long term solution. Rather than funding different organizations to implement isolated youth employment activities, funders must insist on integrated and joint activities. It is imperative that funders allocate resources towards coordination because it is counterproductive to invest large financial outlays on interventions for they are not well aligned and for which the impact cannot be determined.

8. Roles and Responsibilities of Key Actors for the proposed Coordination Model

The proposed coordination model can only succeed once the key actors have built a collective impact approach and the momentum created from the highest political level on how the collective change will come about. The multifaceted nature of the youth employment challenges calls for such an approach from diverse actors who will undertake specific actions. Rather than working in isolation, more than one institution can work together in partnership to implement the proposed model.

One of the first steps in implementing the collective impact approach is to **identify champions**, right from the onset to advocate for the approach. This is crucial and has to happen at national, regional and local levels. Influential personalities who are credible, respected and trusted in the community are best placed to be champions and can include the President, mayors, employers, headmasters, trade union leaders, chiefs, or youth representatives from the National Youth Councils or similar bodies. These champions must be interested is seeing change for young people and must be able to rally leaders around the issues of youth employment and must have the knowledge to advise the group.

The Ministry responsible for Employment and/or Labour can take the lead in **developing the common agenda** given its mandate for the creation of the enabling environment, namely the development and implementation of the employment policy, and the youth employment action plan. In the process, it will consolidate and set the employment targets. The Ministry can start with a limited focus, which will help to build agreement among the key actors and at a later stage; the agenda can be broadened to include other players. Quick wins are just as important as longer term benefits in order to entice other actors to see the potential for positive change in the long term. It is important that a plan should outline what needs to happen and by whom. The setting up of working groups will be critical in order to identify some of those priorities/actions that will help the key actors to achieve the required change. Some of the key actors to be involved include the line Ministries that have youth employment creating potential, such as the Ministries of Youth, Agriculture, Infrastructure, Trade and Industry, Finance and Economic Planning, Higher Education and/or Vocational Training and Education, workers organizations, employers organizations, National Youth Council, and CSOs, including those working on youth employment related issues. Given the need to work at regional and local level, working closely with existing structures at these levels is important.

Research institutions and national bureaus of statistics will be responsible for conducting data analysis in order to get a common understanding of the problem and assist with the development of strategies. Existing data will be used and complemented with new data in order to **develop shared measurement systems** to be able to track progress. Given the sensitivities that are sometimes associated with data collection, data sharing agreements may need to drawn with organizations and great efforts should be taken to demonstrate to them the importance of the data and its contribution to shared outcomes.

Establishing financial resources for launching and sustaining the collective impact model is necessary. The funding must also be sourced at the national, regional and local levels. Government, private sector and development partners can pool efforts to create the infrastructure. Government can through the existing development or enterprise funds set a percentage of the funds for the collective impact approach and development partners can fund the setting up of joint measurement systems and ICT to ensure that coordinating functions are carried out. Technical support for the development of tools for data collection and supporting the process can be provided. The private sector can contribute towards staffing positions in the coordinating organization.

Consideration must be taken for **establishing a backbone support organization**, which will play an important role in supporting the collective impact approach. The form and shape of the organization will vary from country to country but it could be different types of organizations such as CSOs/NGOs or funders, that must have the ability to earn the trust from key actors and must be seen as credible. The backbone organization could also be a neutral organization that is able to work with the key organizations to ensure that individual activities are understood and contribute towards the common goal. The backbone support organization can perform six main functions, which include guide vision and strategy; provide advice and negotiate with actors on the alignment of activities; establish shared measure practices; develop public will; advance policy; and mobilize funding (Corcoran et al, 2012). The organization can also play an important role in **supporting communication on a continuous basis**, which will ensure that actors are informed and this builds motivation and creates trust, which is crucial for this model. The backbone organization will also **support the coordination of mutually reinforcing activities** among the actors.

9. Conclusion

Youth employment is a challenge that is here to stay, given the 'youth bulge' and the large youth cohort that annually enters the labour force. In order to better respond to this complex challenge, key actors are going to have to address it in a different way, and this paper proposes that an integrated and systematic approach to social impact that looks at the interrelationships among actors. The best way to solve the issue of youth employment coordination can no longer be through an isolated initiative. With the move towards results based management, the collective impact of initiatives become increasingly important. A shared vision for change; better utilization of scarce resources; better connection of outcomes from the various employment initiatives are critical elements. In order to have collective impact, coordination is crucial, which has been lacking in the examined East African countries. Even though, the importance of coordination has been acknowledged, coordination has been understood to be an institution. Other elements have not been understood as playing a role in coordination, namely the national employment policies, youth employment action plans, national development plans, budget allocations, and youth employment programmes.

A description of these coordination elements and an analysis of the strengths and weaknesses have indicated that to a great extent, unclear connections exist and this has resulted in a lack of coordination of youth employment. The cases of the Republic of Korea and Burkina Faso have highlighted coordination by looking at one element and that is the implementation of the employment policy. An employment policy is never developed in isolation but is always with the intention that the employment targets and programmes will input into the national development plan and receive budget allocations. Hence, an integrated model that is proposed in this paper is hinged on the collective impact and recognizes the importance of all the coordination elements at play, which are prevalent in the selected East African countries and of key actors. However, greater commitment, better timing and synchronization of efforts are required to ensure interrelatedness of the elements. In order for the collective impact to be achieved, five components are necessary - a common agenda; shared measurement; mutually reinforcing activities; continuous communication; and a backbone support organization.

Rather than proposing that a government ministry be the back bone support organization, a consortium made up representatives from the private sector, youth organizations and the government be established. Evidence is scanty on successful coordination of youth employment or employment by a government ministry and this can be partly attributed to the fact that youth employment issues are politicized. The youth employment challenge is neither a government nor a Ministry of Labour and /or Employment issue but its solution lies in the interplay of government, private sector, NGOs, CSOs, including youth organizations and development partners. Different role and responsibilities have been highlighted for the main actors in the collective impact approach.

Adopting a collective impact initiative for youth employment coordination requires a change in thinking; major funding investments; the time key actors must devote to the work; the development of shared measurement systems; and a skilled staff component to ensure that it happens. It cannot be business as usual and the commitment at the highest political level is crucial. It is anticipated that this paper can generate further discussion on the topic of youth employment or employment coordination and can contribute towards the development of effective youth employment or employment coordination models.

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